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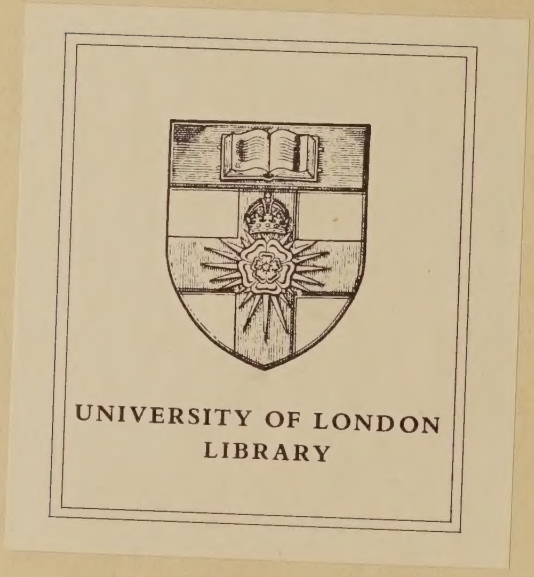

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REPORTS

FROM

COMMISSIONERS, INSPECTORS,

AND OTHERS:

FORTY-SEVEN VOLUMES.

— *(33.)* —

SECONDARY EDUCATION—*continued.*

SESSION 1.—5 *February* 1895——6 *July* 1895.
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SECONDARY EDUCATION—*continued.*

[C. 7862-III.] Minutes of Evidence. Vol. IV. p. 1

ROYAL COMMISSION ON SECONDARY EDUCATION.

VOL. IV.

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION ON SECONDARY EDUCATION.

Presented to Parliament by Command of Her Majesty.

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1895.

[C.—7862.-III.]

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MINUTES OF EVIDENCE

TAKEN BEFORE

THE ROYAL COMMISSION ON SECONDARY EDUCATION.

THIRTY-FIRST DAY.

At Westminster Hall, Tuesday, 2nd October 1894.

PRESENT:

SIR HENRY E. ROSCOE, D.C.L., M.P., IN THE CHAIR.

The Hon. and Rev. EDWARD LYTTELTON, M.A.
The Very Rev. The DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Dr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. M. E. SADLER, M.A.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. BRYANT, D.Sc.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary*.

Miss ALICE WOODS called in and examined.

12,095. (*Chairman.*) I believe you are a principal of the Maria Grey Training College?—Yes.

12,096. And have been so, I think, for about two years past?—Since September 1892.

12,097. You have also been, I believe, at Clifton and Chiswick High Schools?—Yes.

12,098. As a mistress there?—I was on the staff as assistant mistress at Clifton and headmistress at Chiswick.

12,099. What is your opinion with regard to the system of training in general?—I think that every kind of experiment has yet to be tried. I consider that the training is still in its infancy.

THE MARIA GREY TRAINING COLLEGE.

12,100. Would you describe the plan adopted at the Maria Grey Training College?—It is non-residential and entirely unsectarian.

12,101. Where is it situated?—At Salusbury Road, Brondesbury, in the north-west of London. We have two departments in the college; one for

training Kindergarten teachers and one for training assistant mistresses in the secondary high schools. We also send some of our students to private schools, and as governesses to private families. In the upper division of the college we submit the students to the test of the Cambridge teachers' examination; and in the Kindergarten division we send them in for the higher certificate of the National Froebel Union.

12,102. Of what class are the young women who come to you?—Socially do you mean?

12,103. For what are they preparing, exactly?—They are preparing to become mistresses in high schools for girls.

12,104. You have no connexion then with the teachers from the elementary schools?—None whatever.

TRAINING COURSE.

12,105. Will you kindly go on with your description?—Our training for the Cambridge teachers' certificate lasts one year only at present. We teach in that division the theory, the practice, and the history of education; and in order to fit the students more completely for the posts which they will occupy, we give a course in physiology, in hygiene and voice production, and blackboard drawing. Drawing has been added this year.

12,106. Will you give us the number of young women in each division of your college?—At the present moment we have 24 in the upper division and 10 in the lower division; 7 in the upper Kindergarten division and 7 in the lower Kindergarten division—48 in all.

12,107. Would you tell us how these young women come into your college; is it by selection, by examination, or in what way?—They are obliged to hold certain certificates. Any certificate that is accepted by the Cambridge Training Syndicate is accepted by us for admission to the upper division; in the lower division of the college we require a more elementary certificate, and we prepare them in the lower division for the Cambridge Higher Local Examination.

12,108. What is the fee that you charge?—For the Kindergarten and the lower division, 24*l.* per annum; for the upper division, 30*l.* per annum.

12,109. Then I understand that the actual training course in the upper division lasts for one year only?—For one year only; but an effort is being made to start a two-years' course. The Middlesex County Council offered three scholarships to those students who would remain for two years in the upper division; but I am sorry to say that this year nobody applied for them until too late.

12,110. Do you consider that your present course is sufficiently long to accomplish all that is desirable?—No, I do not. I think that in a day training college at any rate the course ought to last for two years at the least.

12,111. Do I rightly understand that the subjects taught in the upper division are those of an ordinary high school education, or are they simply subjects with especial regard to teaching?—Subjects with especial regard to teaching are taught in the upper division; the theory, practice, and history of education; and then we add, as I think I have already said, physiology, hygiene, blackboard drawing, and voice production.

12,112. Have you any practising school attached to your college?—Yes; we have the Brondesbury and Kilburn High School for Girls attached, with a Kindergarten Department also.

12,113. Is that sufficient for your purpose?—No, not quite. We have only 107 children in our school; so that we send the students also to the Netherwood Street Board School—to the boys' department—to practise there.

12,114. (*Dean of Manchester.*) Is that a higher grade school?—No, it is not; it is an ordinary elementary school.

12,115. (*Chairman.*) Is it a sufficient practice for students intending to be teachers in girls' high schools to be teaching boys in an ordinary elementary school; is it satisfactory?—It is very satisfactory. It is useful to them in many ways. It helps them very much to learn to maintain discipline. I should like them to have more practice in our own school; but we hope to have it when our school grows larger.

12,116. Will you give us your opinion as to how far this plan that you have sketched out is satisfactory?—In many respects it is decidedly satisfactory. The advantages of a practising school attached to the college are that the girls are able to study the characters of the children so much better; they know them in playtime as well as in class. I can also let the students take periods of work in the practising school from time to time; I can put them into the school as form mistress for instance for a week at a time if desirable. Thirdly, without any loss of time the students can be sent to watch the classes and to listen to the teachers; then they can also learn supervision duty in the school, and I am able to allow the same student to teach the same set of girls throughout the term, so that she knows them thoroughly well.

12,117. Is your college the only training college for mistresses in a girls' high school?—No; there is the Residential College at Cambridge, under Miss Hughes; there is the St. George's Training College at Edinburgh, under Miss Walker; there is a training department at Cheltenham; and there is the Datchelor College in the south of London.

12,118. Does your system differ from the system adopted in the other colleges that you have named?—I know nothing about the Datchelor Training College. It differs from the system at the Cambridge Training College in that the Cambridge Training College has no practising school attached to it; and the students teach in many schools in Cambridge. Our college is also non-residential. At Cambridge there is no lower division.

12,119. I understand that past students have from time to time shown their appreciation of the training that they have received by giving pecuniary aid to your college; would you describe what has been done in that respect?—Many students return the scholarships that have been given to them when they are earning their own salaries. Last year one of the students who had received a scholarship returned the money, hoping that one of her sisters might have the scholarship; and at other times students have returned scholarships without any stipulation of any sort, simply for the good of the college.

12,120. Have you an old students' scholarship founded by your old pupils?—Yes; it generally amounts to about 12*l.* per annum. There is a special subscription for the old students' scholarship, and the Old Students' Association always gives its surplus money to the college library.

FINANCE.

12,121. Have you any remarks to make with regard to the financial condition of the college?—The financial condition of the college has never been wholly satisfactory; it cannot be satisfactory except when we have 50 students—the fees do not meet the expenditure.

12,122. Do you depend entirely upon voluntary subscriptions given by the friends of the institution?—Not entirely.

12,123. And on fees?—And on fees.

12,124. Have you no endowment?—No; we have no endowment beyond the fact that the building is our own.

12,125. Do you wish to lay any information upon that subject before the Commission?—I should like to say that I think it is most important to keep up the fees; I should be very sorry to do anything that would lower the fees; but at the same time I think the students pay exactly as much as they can afford. If we increased the fees of the college, I feel sure that we should diminish the number of students that there are at the present moment. We might allow the school to pay the extra expenses of

the college, but I think there is a great objection to this, because our school fees are low. The college ought to be self-supporting, and the school, as a practising school, ought to approach a model school as nearly as possible, so that all the school profits ought be put into the school itself.

12,126. Then I understand that both the school and the college form a portion of your institution?—Both of them; I am responsible to the council of the Teachers' Training and Registration Society for both the school and the college.

12,127. In your opinion is there any difficulty found from your students having been drawn from classes of different degrees of culture or of social position?—I do find a certain amount of difficulty on that account. Those students who have had the advantage of a university training or of other opportunities of culture are usually more able than the others, and could take a more advanced course of teaching.

MIXED CLASSES OF MEN AND WOMEN

12,128. Have you any views to lay before the Commission with regard to the advisability of the classes being mixed, that is to say, both for men and women?—I think that colleges might well be open both to men and women of the same standing—the same degree of culture; but I think it would be very difficult to mix those who are of a distinctly different intellectual standard.

12,129. Are any of the classes in any of the training colleges mixed?—Not that I know of.

12,130. But you see no objection to it?—I see no insuperable objection to it.

12,131. You rather think that it would be an advantage?—A great advantage.

12,132. In what respect do you think the advantage would lie?—I think the advantage would lie in the mutual intellectual quickening of the men and women, and that they would come to know and be more intimately acquainted with each other in their work, which would have as great moral advantage as it appears to have in the work of the Charity Organisation Society.

12,133. Do you think that the system adopted for the teachers of elementary schools is applicable, with or without change, for the teachers of secondary schools?—I think it is far too mechanical so far as I can judge of the training colleges. I do not know much about them, but what I have seen strikes me as being too mechanical a method of training.

12,134. Would you explain a little more fully what you mean by that?—I mean that in the Government training colleges for elementary school teachers the students seem to take one stamp, and to have very little power of formulating their own opinions; I am judging rather from the specimens trained than the training colleges themselves.

12,135. Are you speaking especially of training colleges for women, or training colleges for men, or of both?—I am speaking of my experience of both men and women elementary school teachers.

12,136. You are aware that now a number of day training colleges have been established for elementary school teachers in connexion with university colleges throughout the country?—Yes.

12,137. Does that carry out more your view of what the system should be?—I think so.

12,138. Would your institution be prepared to admit men as well as women, then?—I cannot tell; I have never discussed the question with the council.

12,139. But in your opinion such an alteration would not only not be objectionable, but would be advisable?—Yes, under careful regulations.

12,140. Do you consider that students trained in the secondary training colleges, and duly qualified, might with advantage be admitted to teach in elementary schools?—Yes, I do.

12,141. What would be the advantage to Secondary Education of admitting teachers trained for that particular purpose into elementary schools?—I do not know that it would be exactly an advantage to Secondary Education. I think it would be more of an advantage to elementary schools.

12,142. Still your object is to train teachers for secondary schools, is it not?—It is; but at the same time I have come across some students who are exceedingly anxious to teach in elementary schools after they have been trained with us, who I feel would make enthusiastic and able teachers.

12,143. Is there any objection, or would there be any difficulty in the way of students, after having passed your examination and gone through your course, obtaining a position as elementary school teachers?—Yes; at present they have to take the Government course after they have taken ours. They can only be admitted as assistant teachers.

12,144. What is your suggestion?—I should suggest that the students of secondary training colleges should be accepted; that the Cambridge teachers' training certificate should be accepted by Government for elementary schools, provided that the students had also qualified themselves to teach the tonic sol-fa system of singing and needlework.

12,145. That is not the case at present, I suppose?—No.

12,146. Would there be any difficulty in your teachers becoming qualified in those two objects?—No; I think that could easily be arranged for them.

12,147. Have you any other remarks to make before we pass on to the next subject on your précis, which is somewhat different?—No, I think not.

12,148. (*Lady Frederick Cavendish.*) In regard to what you have just said about elementary schools, do you find that any of your students are able to give the additional time that is necessary for going through the Government course after your training?—No, they never have been able to do so.

12,149. So that as a matter of fact none of your teachers have taken elementary school work?—None. Two of my teachers have received appointments at pupil teachers' centres, one at Birmingham, and the other in the south of London.

12,150. In regard to that point of the length of time taken, have you much hope of girls being able, as a rule, to afford the two years training which you think so desirable?—I think a great many would do so if they found that it was greatly to their advantage.

12,151. Do you think that they could afford it?—It is wonderful how they manage to afford fees when they feel it to be necessary.

12,152. Have you many girls who have gone through a university and added a year's training to the university course?—Very few in the Maria Grey Training College; one this year, one last year, and two the year before only.

12,153. Supposing that a student could not manage both, would you recommend her to knock off the third year at the university in order to take the year's training with you?—It would depend very much upon the individual.

12,154. You would sometimes recommend it?—I should sometimes recommend it.

12,155. You said that university students were much the most hopeful as teachers, I think?—Much the most hopeful in regard to general intelligence; not always the best practical teachers. I included also teachers who had had due opportunities for culture.

12,156. Do you have a large number who come in without any natural gift for teaching?—Yes.

12,157. They are your great handicap, I suppose?—They are.

12,158. What do you do with them?—I try to weed them out if they fail to improve.

12,159. And can you?—Yes, I weeded one out last year.

12,160. I think you said that in your practising school you could keep one student practising at one set of girls for a term, did you not?—I did.

12,161. Does not that class suffer a little from being in the hands of one rather raw teacher?—She does not teach them every day. My students only teach in the practising school on one afternoon in the week when all the pupils are divided out amongst them; each student keeps her own set for the term.

12,162. And do you find on the whole that the results are good in the practising school; is it a good school in its results?—It is a good school. It is an exceedingly difficult matter in some respects. The careful parents are apt to raise objections to the students teaching in the school; the careless parents have no objections; but after a while the parents generally express pleasure that the girls have the students to teach them, because they sometimes have lessons in subjects which would not come into an ordinary school course, which they value highly.

12,163. I think you said that the desideratum was that the college should be self-supporting, and yet you say that it is not self-supporting, and that it would never do to raise the fees. How do you hope that it can ever be self-supporting?—As the desire to be trained grows stronger I hope that we shall have more students. If we had 50 students regularly at the present fees, it would be so.

12,164. With regard to the managing of elementary school boys, I suppose when you gave that answer, you meant that if a young student can manage that sort of class and can discipline them, she can discipline any class?—Yes, I meant that.

12,165. It is a matter of discipline?—It is a matter of discipline chiefly. I also think that it widens the student's experience, and I am anxious that they should learn how to deal with boys, because I look forward to joint education ultimately. And also it brings the staff of elementary schools and our staff in contact.

12,166. And that is a great advantage you think?—A very great advantage.

12,167. (*Mrs. Sidgwick.*) What are the two years required for; is it purely for training in teaching practical and theoretical?—No. If I had a course of two years' training I should try to add to the subjects already taught—some handicraft and a great deal of drawing, because I think it is very important that the students should be able to express themselves by hand as well as by voice; and, if it were possible, I should like to arrange for them to have one term, out of those two years, given to teaching in some school authorised for the purpose.

12,168. Then it is not purely to train the students as teachers; it is partly for their own general education that you want the two years' course?—Not at all, it is entirely with a view to teaching. I should make all their subjects such as teachers must be able to deal with.

12,169. But the length of time required would depend very much upon the previous education of the student; the actual course of training and teaching need not take two years I understand?—It need not, but I think it would be advisable in all cases. I think that the most accomplished woman would be better for two years' training.

12,170. Do you think it important to have the training after the university course rather than before it?—On the whole it is better. I

have had one or two cases in which I have advised the contrary owing to the individuality of the girl who came to be trained.

12,171. But as a rule you prefer their having completed their general education?—Yes. I should prefer it after the university education.

12,172. You have had some experience of the plan of student mistresses, have you not?—Yes.

12,173. Does that plan of training answer?—Not well; the headmistress has too little time to give to them.

12,174. If a mistress of method were attached to the school the student mistress plan might answer perhaps?—Yes.

12,175. That is to say, if part of the time of one assistant teacher were devoted to the student mistresses?—Yes. I think the mistress of method would have to devote her whole time to the students to make it really answer. I consider it highly unsatisfactory as we were forced to conduct it at Chiswick.

12,176. How was that?—I had two student mistresses; we were under-staffed, and almost my whole time was taken up with the teaching, so that the little time available for supervision I had to give to these student mistresses. I was only able to give them one lesson in the theory of education every week. I had to leave them to read up for themselves greatly, and had often to put them to classes before they were really capable of taking them.

12,177. It was simply the want of time then that was the difficulty?—Yes; I could have done a great deal for them if I had been able to devote the time to them.

12,178. When you say that no system that had yet been tried is fully satisfactory, do you include your own system at the Maria Grey College?—Yes.

12,179. And you think that we want experiments in training?—Yes, I think we want to experiment in every possible direction. I do not think we have at all discovered yet how to enable girls to acquire the power of maintaining order in a class. That is the great difficulty.

12,180. That is partly a matter of natural disposition, is it not?—Yes, largely.

12,181. In enumerating the training colleges for women did you not omit the department at Bedford College?—I am afraid I did. I did not mean to do so.

12,182. (*Mrs. Bryant.*) I want to go back again to the question of the cost of training. I think we understand from you that with 50 students, and the buildings being provided, this 30*l.* a year would pay the expenses?—Yes. COST OF TRAINING.

12,183. And with your present number of students what should you say?—I think there will be no deficit this year. We have 48 students this year.

12,184. So that it is almost 50?—Yes.

12,185. You consider that your fees are really calculated at present with a view to make the college self-supporting?—I do.

12,186. And therefore there would be no occasion to raise them?—It would be dangerous to raise them I think.

12,187. And you said, I think, or gave us to understand, that there were probably many others who would come to be trained if the fees were lower?—I think so; but I greatly fear this may lower the standard of those who come to be trained; and, to convince headmistresses of the desirability of training, we want the best material we can get.

12,188. What I wanted to know was this: supposing that money was available for training colleges, such as the Maria Grey Training College, in what form would you like that money to be given; do you think it

would be better (I am speaking not only of the one college but of the colleges of the country) to give money to a training college in the form of an endowment for use in paying fees as well as supplying buildings, or in the form of an endowment for supplying scholarships, making the regular fee such as would be self-supporting?—I should think in the form of scholarships, provided that there were some condition which enabled the authorities to award the scholarships to those who really needed them from a pecuniary point of view. Or money might be given as a grant, simply to enable the college to do more effective work.

12,189. Have you, in your own experience, seen much of the need for scholarships; you have very few, I suppose?—This year we have had 11 scholarships awarded. There were 23 applicants for scholarships, and we awarded 12, because the Clothworkers' was one of them; the college awarded 11, and the Clothworkers gave one—that was 12; I ought also to mention a special scholarship given by the Drapers' Company to the lower division; one has had private help given to her, and out of these, four more have been helped from the Principal's Loan Fund, a fund in my hands for helping those who need it; and only two of those who do not hold scholarships have asked for a small loan.

12,190. Do you think that there are many unprovided for. Out of the 23 who applied for scholarships were there others to whom you would have liked to award scholarships?—None; as no one went away because they could not receive a scholarship.

12,191. So that in your case the need for scholarships is not so great as it is in other cases?—I suppose not; but I have only had two years' experience.

12,192. In the course for training, do you include elocution?—Not exactly in the form of elocution, but in the form of voice production; we take great pains to make the students speak clearly, and with correct pronunciation. We adopt Miss Behnke's system.

12,193. So that you do include that as part of the necessary preparation for teaching?—Yes.

12,194. Even more important than drawing?—Most emphatically.

12,195. You referred to the fact of there being some girls who, on account of peculiar individuality, had better be trained first and have a university course afterwards; could you tell us what those peculiarities are?—The case that I had in my mind was that of a girl whose mother particularly wished her to be at home for another year, because she felt that she was not quite sufficiently developed to be turned adrift in college life, so to speak; therefore she wished her to come to the Maria Grey College first for the two years' training, and after that to go on to Girton, Newnham, or Oxford.

12,196. I suppose you find that there are a number of young people whose intellect develops better by being put through practical work first at an earlier stage?—Yes, that also is the case.

12,197. With regard to the advantages of a practising school, I think I gathered from what you said that you considered it more essential in the case of a non-residential college than in the case of a residential college?—Yes, I think so.

12,198. Would that be because in the case of a residential college there is naturally a great deal of opportunity for influence and discussion; the influence of the principal and other teachers, and discussion among the teachers themselves?—Yes.

12,199. So that the necessity for unity in the work outside is not so great?—Yes.

12,200. Therefore you would admit, I suppose, that other experiments ought to be tried also?—Most certainly. I think every experiment ought to be tried.

12,201. Do you think also that there might be some advantages in the experiment of a variety of practising schools, not under the principal of the training college, because of the variety of experience which the students gain, and in the variety of suggestions which the principal of the training college has in connexion with the mistresses, and in the constant demand put upon everybody concerned to adapt themselves to one another?—Yes, I think all those are advantages.

12,202. Do you think it well in the case of a great training college to adopt both systems; in the case of a training college of sufficient magnitude to have a practising school and also a practising variety school?—Yes, that is practically what we are doing at the present moment at the Maria Grey College; we have some of our practice outside. We take the board school simply because there are no other schools available, for us—at least that was the original reason.

12,203. But you think that it would be a distinct advantage to have some outside work?—I do.

12,204. (*Dr. Fairbairn.*) You practically teach no literary subjects?—Only in the lower division.

12,205. Yet you have some standard that you enforce as regards the admission of your students?—We adopt the Cambridge standard.

12,206. You said the Senior Local?—Only if one language has been taken, ancient or modern, and also Euclid and algebra. If the student has passed the Senior Local with those additions, then she is allowed to enter the upper division; otherwise the Senior Local only admits to our lower division.

12,207. Do you think that that standard is quite satisfactory?—No, I should like the standard to be higher, if it were possible; but I think it is quite impossible at the present moment.

12,208. Do you think that the low degree of standard has a deterrent influence on university students?—I have no experience of that.

12,209. You do not think that a heightened standard would attract a larger proportion of university students?—I am not prepared to say that.

12,210. Where do your pupils mainly come from; what places of instruction I mean?—From the North London Collegiate School, the Notting Hill High School, and other high schools.

12,211. They come to you then, practically, as senior school girls?—The majority; but I have also a sprinkling of older women who have worked for the Higher Cambridge Local on their own account.

12,212. But do you think that the proper work of a training college is the continuation of a secondary school?—No, I think that pupils from the secondary schools should first go to college, and after their course at college should come to be trained.

12,213. May I ask what you include under the theory of education?—Elementary psychology, and the application of its principles to the practical work of teaching.

12,214. Anything more than that?—I cannot think of anything at present.

12,215. It is mainly a psychological training then?—Yes, mainly.

12,216. When you speak of drawing, of course it is drawing of a special kind?—Blackboard drawing to illustrate lessons.

12,217. As to the relation of theory and practice, you think that they ought to go hand in hand?—I do.

12,218. You do not think that theory ought to precede practice?—No, I think that the students require constant application of the theory in order to learn it.

12,219. But you do not think that there are certain elements, both in history and theory, which are necessary before proceeding to practical

instruction?—I certainly consider that students must not do much practical work in the earliest stage; they do a comparatively small amount of practical work in their first term; but I think, unless they are continually applying the principles which they learn, they are apt to build up theories of their own which are inconsistent with practical experience.

12,220. (*Mr. Sadler.*) While the theory of training teachers is still in such an experimental stage, as you describe, do you think that we ought to make training obligatory on all who wish to become teachers in secondary schools?—I think it would be well to insist on training for all, but that there should be a certain amount of elasticity about it; so that some of those women who have not been trained, and yet have proved themselves capable, should be allowed to teach.

12,221. Have you found the practising of your students in any way embarrassing in regard to the ordinary arrangements of your school?—It would be if it were not very carefully arranged.

12,222. But the difficulties in combining the two are not insuperable?—Not at all.

12,223. Do you get any students who have previously spent time in actual teaching?—Yes, several.

12,224. I suppose that for them a shorter time of training would be sufficient?—Oh, no, they could not do with less than nine months.

12,225. For all you would hold out the actual standard of two years?—Yes.

12,226. Do you think that anything could be done to provide classes in the history and theory of education during part of their holidays?—I think that teachers generally are so hard-worked that it is almost impossible for them to attend, with real profit to the subject, in their holidays.

12,227. (*Chairman.*) You have prepared, I believe, an abstract of the accounts of your institution?—Yes.

12,228. Perhaps you will put it in—Yes (*handing in the same*). *See* Appendix No. 1.

12,229. (*Mr. Yoxall.*) Are you aware that students who have come from elementary schools to day training colleges study there side by side with students who have come from high schools, and have received other methods of culture?—I did not realise that.

12,230. That is going on, as a matter of fact, in a great many of the university colleges of the country; you were not aware that that has been a very successful plan?—No, I was not.

12,231. Were you aware that the principals of those colleges have not found the difficulties which you anticipate would arise from a system of that kind for teachers of the secondary class?—No.

12,232. Why do you consider that it would be a great advantage to bring the staff of the elementary school, which is used for practising purposes, and your own staff into contact?—I think it enables them to discuss educational questions together, which must be a benefit to all.

12,233. And would not there be a similar advantage in bringing teachers at work in elementary schools, and teachers at work in secondary schools, into contact during their period of training?—I should be afraid that the course for the more cultivated men and women, would hardly be suited for the less cultivated; but I am not speaking from experience.

12,234. You are not aware, perhaps, that the course for the student who fulfils the work of an elementary training college, either day or residential, is of a very high character indeed, and is regarded as being equivalent in most respects to the ordinary pass degree of an university, except that it substitutes other subjects for the classics?—I have not studied the subject sufficiently.

12,235. You are not aware that the amount of cultivation necessary for a certificate is scarcely so distinct in the two classes as you appear to suppose?—I have not really studied the question sufficiently to give an opinion.

12,236. Then I will pass away from that. Do you think that one afternoon per week of actual practice for nine months per year, for one year only, would fit a teacher to work in an elementary school, and to teach and control properly a class, say of 100 children?—Certainly not.

12,237. Especially as you find that the power of developing discipline is still defective in your work?—I do.

12,238. Therefore your proposal that your certificate, together with that of the Teachers' Training Syndicate, should be accepted as an equivalent to the Education Department's certificate is rather premature, do not you think, in that respect?—But my students do not only take one afternoon's practice throughout their course.

12,239. I beg your pardon—I understood you to say that?—We do that in our school; but they also teach in the Netherwood board schools once a week, and I do all that I can to give them opportunities of taking charge of a form in our school throughout the year, at intervals, for a short time.

12,240. You understand, I suppose, that it is open to your students when they leave you to enter a public elementary school as assistant teachers, and after two years' practice in teaching in those schools, and the passing of two yearly examinations, to obtain their certificates as certificated teachers, without the two years' residence in a training college?—Yes.

12,241. Does not that seem to you rather an easy way of entering the profession of teacher in an elementary school—sufficiently easy for the purpose, and yet affording a sufficient guarantee that the teachers shall have had two years' continuous practice at least in those schools before being recognised as fully qualified?—They seldom can afford it.

12,242. You mean that the rewards are not sufficient?—The salary is not sufficient.

12,243. They would go on, perhaps, for a little more than two years at something like 50*l.* to 60*l.* a year?—Yes.

12,244. That would not be sufficient pay you think?—Very few of them would be able to afford it.

12,245. Even with the end in view?—Even with the end in view.

12,246. Have you had any experience of the metropolitan training colleges for certificated mistresses—such as Stockwell, Whitelands, and Southlands?—I have seen the Stockwell College, but that is all.

12,247. You have not examined it carefully?—I have only spent one morning there.

12,248. Therefore you are not able to bring it into full comparison with the work done in your own school?—No.

12,249. With regard to the theory of education, you would add to the study of psychology a knowledge of the methods adopted by the best teachers?—Certainly, except in so far as this would be included in the history of education.

12,250. And also those of other countries?—Yes.

12,251. And also experimental methods?—Yes.

12,252. All those you necessarily include in the theory of education?—Theory and practice.

12,253. (*Dr. Wormell.*) I see on the second page in your statement of accounts a deficit per head of 12*l.* 10*s.* 3*d.* for last year, which is much higher than in any previous year; can you account for that?—Because the number of students was lower.

12,254. Lower last year?—Lower last year; there were 33 only.

12,255. And the amount paid per head also is low—26*l.* 4*s.* 10*d.*?—For the same reason.

12,256. How would that lower the average payment per head?—No, I beg your pardon; we had not so large an upper division; there were more students in the lower divisions. I think that accounts for it.

12,257. And of the 33 students, 12 held scholarships I think you said?—That was this year, 12 out of the 48 held scholarships; not last year.

12,258–59. What proportion was it last year?—13 held scholarships last year.

12,260. (*Dr. Wormell.*) The reason for my putting the question is as to the difficulty found by the young women in obtaining the 30*l.* necessary for the fees. Here the 33 students pay an average of 26*l.* 4*s.* 10*d.*; the deficit is 12*l.* 10*s.* 3*d.*, and that in spite of the fact that nearly half in one form or another have been assisted; is not that so?—I think scarcely half; I should think that one third have been assisted.

12,261. Then, as a matter of fact, do not the students find it very difficult to get this 30*l.* for tuition, and to maintain themselves for 12 months as it is?—Some of them find it very difficult, but I cannot help feeling that the difficulty is some what exaggerated from the fact that those who apply for scholarships so seldom come upon the Principal's Fund for help; it is usually those who have obtained scholarships who want further help who come to the Principal's Fund. I must repeat, however, that my observations are based on two years' experience only.

12,262. (*Mrs. Bryant.*) But that is a loan fund?—Yes.

12,263. Of course, there is a strong objection to loans?—Yes, no doubt.

12,264. (*Dean of Manchester.*) Have they to pay interest?—No, they pay back when they are earning their own salaries, at such times and in such instalments as suit them.

12,265. (*Dr. Wormell.*) They prefer perhaps to borrow from outside friends rather than go to the Principal's Fund?—Some of them do that.

12,266. I see that the annual subscriptions and donations last year amounted to 90*l.*; is not that also very low as compared with previous donations?—Yes. Many people thought that when we had our own building we should no longer need donations, and the donations fell off markedly.

12,267. Then, as a matter of fact, you need very considerable help still?—We do.

12,268. What relation has your college to Girton and Newnham and the university colleges?—No actual connexion.

12,269. Do those colleges recommend students to come to you after they have had a university training?—Yes, they do.

12,270. I was not quite clear as to your suggestion with regard to the joint training of men and women. I understood you to say, that if men and women had the same preliminary training, attained the same degrees for instance, they might study probably in the same training college afterwards; was that your view?—In the same day training college.

12,271. But that as things go at present, it would be very difficult to have a training college for both men and women; is that your view?—I do not think that I raised any special difficulties.

PRACTISING SCHOOL.

12,272. (*Mr. Lyttelton.*) What class of boys and girls have you in the practising school?—We have boys only in the Kindergarten in the practising school; and the girls are very varied in class. Some are the children of professional men, and some children of tradesmen in the neighbourhood, and a great many are the daughters of clerks.

12,273. And the boys?—The same; the boys are in the Kindergarten only up to eight years of age.

12,274. I think you said that that there is still some hesitation in the minds of some parents about sending their children to a practising school?—Yes.

12,275. But you think that that hesitation is groundless?—Quite.

12,276. Have you ever had any dificulty with teachers, any embarrassment, in having the students in the room?—No, they seem quite willing to allow them to be present.

12,277. Would you say that they are in some cases stimulated by their presence; it has been said I believe?—I should scarcely be prepared to say that.

12,278. In the matter of training secondary school teachers for working elementary schools would there not be some difficulty in the enormously large classes in elementary schools that they would have to cope with?—Very great difficulty.

12,279. The methods must necessarily be rather more mechanical in a large class than with a small one?—I am afraid they must; I think it is a great drawback. These large classes are most detrimental to true education.

12,280. In your school what sort of sized class does a student take?—If she is teaching on Thursday afternoon she takes a very small division, about five or six; but when she is working in the school for a certain time, say a week or whatever it may be, or a few days at the end of term, she has the ordinary form. The largest form that we have at the present moment in school is 26, and the smallest is 7.

12,281. Do the students take these classes at first under supervision?—Yes.

12,282. But before the end of their time do they take them alone?—Before the end of their time the better students take them alone for a while.

12,283. How do you test their disciplinary gifts if they teach under supervision? I suppose you have to make a venture in faith first?—Yes.

12,284. Should you say that the class of children that you have to deal with are those who would be likely to create difficulties in discipline?—Yes, very decidedly.

12,285. More than those of a higher class?—Yes, I think so.

12,286. Then one question about the voice production. You have had, I suppose, or heard of at least, a good many failures in that matter—failures I mean hygienically?—Yes.

12,287. Teachers breaking down?—Yes.

12,288. Very distressing failures and difficult to get over?—Yes.

12,289. Have you found that the method which you adopt makes a great deal of difference as to the saving of power?—A marked difference. We ourselves on the staff had lessons from Miss Behnke to test her system, and we found it of the greatest advantage. Several members of my staff tried different elocutionists, and we decided most emphatically in favour of the Behnke system.

12,290. What sort of time should you say that it took for an ordinary student to get a good idea of voice production?—I should think that to get a thoroughly good idea she ought to have 12 lessons. One of my staff, who had a very bad voice indeed, had 12 lessons from Miss Behnke and her voice completely changed.

12,291. In the matter of psychology, do you find that the students look upon it as a somewhat impractical study?—No, they enjoy it completely.

12,292. Do they use Sully's book?—In a measure.

12,293. The small book, that is to say?—I generally make them read a great deal of the advanced book, "The Human Mind." I find it more advantageous than the little handbook.

12,294. Is there any other book that you recommend for practical purposes?—Lindner's "Empirical Psychology."

12,295. One more question about the teachers that you have coming to you who have been already teaching; do you find that they almost invariably have to begin anew in the matter of training?—It depends greatly upon the individual. I have some women who have been teaching for some years who are quite the best students; they know exactly where their difficulties lie, and they respond most readily to the suggestion of training. The two students of last year who were distinguished in their practical work had both had previous experience in teaching; they knew exactly what they wanted when they came to college. Others come who have broken down in teaching, and are very unsatisfactory.

12,296. Then some, I dare say, would have got into bad habits; and simply find it difficult to get out of them?—Yes, just so.

DEMAND FOR TRAINING.

12,297. (*Mr. Hobhouse.*) Your college, I think, has been founded since 1877?—Yes.

12,298. And was it full from its commencement?—The college itself opened with four students in May, 1878; the society was inaugurated in 1877, and the college opened with four students in 1878.

12,299. But I see that in 1886 you had 53 students?—In 1886 they had gone up to 53; that was after it was moved to Fitzroy Street.

12,300. But it was practically full in 1886?—Yes.

12,301. And the numbers have not increased since?—No.

12,302. They have rather diminished?—They have slightly diminished since.

12,303. What is the maximum number of students that you would like to take?—Fifty.

12,304. You do not aim at taking more?—No, we have not accommodation for more.

12,305. Do you think that if you had accommodation you could get a great many more?—Not at present I think; we have not refused any one suitable yet, since I have been at the college.

12,306. What I want to know is your opinion as to amount of demand for this training at present existing. There are very few colleges for training women as secondary school teachers in the kingdom, I believe?—Yes.

12,307. Compared with the number of women teachers in secondary schools?—Yes.

12,308. Do you consider that there is a very large demand for this kind of training at present?—The demand has increased most markedly this year. Never in the annals of the college have we had so many inquiries as we have had this year; so I gather that the demand is increasing.

12,309. Then you are of opinion that if your accommodation admitted of it, you could largely increase the number in your college with your present fees?—Scarcely I think, since we have not yet refused admission to any student.

12,310. In spite of this increased demand?—Yes, in spite of the increased number of inquiries.

12,311. Does not that go to show that out of the number of women desiring to be teachers in secondary schools, which is no doubt very large, only a small minority at present consider it necessary, perhaps even desirable, to have the regular training that you offer?—Yes, I think that people do not realize yet the importance of training, but that every year

the number who wish to be trained is increasing. Other training colleges have been full, and I believe the Cambridge Training College has refused students.

12,312. But still there are a very small number of colleges in the Kingdom as a whole?—Exactly.

12,313. And a very small amount of accommodation?—Yes.

12,314. Your college is situated within easy reach of a greater part of the Metropolis, is it not?—Yes.

12,315. And being a day college it is open practically to almost any woman residing in the Metropolis who can pay the fees?—Yes.

12,316. So that you would probably, if there was a great demand for this kind of teaching, be aware of it?—I think I should.

12,317. Has there been any proposal to extend your college further?—No, I think that the council are of opinion that training colleges to do good work should be somewhat small.

12,318. It is better to multiply the number than to increase the size of the individual college?—Certainly.

12,319. One more question: It is clearly your opinion, I gather, that it is not the fee which limits the amount of applications to enter your college?—That is my opinion. I believe that, directly the need is felt by the public, the fees will be forthcoming.

12,320. With regard to this practising school, was it started in 1892?—No, it was started in 1881. There has always been a school attached to the college, but the actual practising school was founded in 1881 in Fitzroy Square; then in 1892 that school was given up, and a new practising school started at Brondesbury.

12,321. Was that in order that it might be brought into nearer proximity to the college?—Yes.

12,322. It was started by the same persons?—By our council.

12,323. And the number of pupils there has steadily increased—rapidly increasing?—Rapidly increased the first year; the last two terms, it has increased but slowly.

12,324. Do you aim at making it a larger school than it is at present?—We hope to have from 150 to 200 pupils in it.

12,325. It would be an advantage to you to have a larger school?—A great advantage.

12,326. You could make the classes larger?—Yes.

12,327. And you estimate that it will in a short time be self-supporting?—I think so.

12,328. With the present fees?—With the present fees. The council I believe intend to raise the scale of fees eventually. The scale of fees is low and they intend to raise them to the same amount as the ordinary high school fees when the school is full.

12,329. But what will that be?—It will be five guineas for the highest form per term, instead of three guineas, as it is at present.

12,330. 12*l.* a year?—For children past 12 years of age.

12,331. (*Mr. Cockburn.*) Do you keep any record of your outgoing students after they have left you, so as to know what becomes of them?—We have a list published every year at the end of our prospectus, stating what they are doing.

12,332. Could you tell us whether, for the most part, they remain in secondary schools?—Yes.

12,333. Do the students trained in either your college, or others, obtain a higher salary than the other classes of teachers who go into secondary schools?—It is most irregular. The salaries at the present time seem to me to be quite upside down. I know two girls who have gone to a school

without any training who are now getting higher salaries than some of my students; but, as a rule, our trained students get lower salaries than the university women, and higher salaries than those who have neither a university training nor been to a training college.

12,334. Then the theory that your students ask and obtain a higher salary than untrained students will not account for the limit which seems to be placed upon the demand for more trained students. I understood you to say to Mr. Hobhouse, a moment ago, that the insufficient supply seemed to be made up?—I did not say that. I spoke simply of the number of entries into the Maria Grey Training College. I was not speaking of other training colleges.

12,335. I understood you to say that in your college, for example, you had not such a number (excepting one year) of applications for trained students as would warrant you in enlarging the scope of your college?—So far as the Maria Grey College is concerned.

12,336. Is that accounted for in any way, because your students, when they are turned out, ask and obtain larger salaries than untrained students could ask and obtain?—I am not quite sure that I understand your question.

12,337. When a girl goes from a training college does she ask and obtain a larger salary than an untrained student?—I think in the majority of cases, yes.

12,338. Does that cause the headmistresses of proprietary schools to rather look to untrained teachers at a lower price than to pay a higher price to obtain a trained teacher?—Not in the best schools; only in the very struggling schools where they are unable to pay higher salaries.

12,339. (*Lady Frederick Cavendish.*) What salaries do your students usually get?—About 30*l.* a year to start with; sometimes not so much. Salaries are very low at present.

12,340. (*Chairman.*) Have you any difficulty in finding places for students who are leaving you?—Yes, this year I had; last year I had none, but this year I had some difficulty.

12,341. In previous years can you say whether there has been any difficulty?—I believe very little difficulty.

12,342. (*Dean of Manchester.*) You said, in reply to Mr. Hobhouse's last question, that it was in contemplation to raise the fees of the school; but I understood you to say that you thought it undesirable?—No, I should like to see the fees of the school raised very much.

12,343. I thought you said that you did not want the school to have to pay for the college?—I want the school to be a far more perfect one. I should like all the profits to be spent in improving it. I want the practising school to be made more of a model school than it can be at present.

12,344. I thought you said that the college being deficient in money the school was to pay for it. I understood before you said not?—I do not wish the school to pay for the college, but I wish all the profits of the school to be used for the school itself.

12,345. To revert to the order of your précis you spoke of your experience at Chiswick, and said that what you saw there was very unsatisfactory; was it the same at Clifton, to which you did not allude. You said the experience that you had had at the Chiswick High School was unsatisfactory as regards the student mistresses; is it the same at the Clifton School?—Yes; it is also unsatisfactory at Clifton; but at Clifton I was head of a junior department, and I had more time for training the student mistresses than I had as headmistress at Chiswick; so that in some ways the Clifton system was better; there was a better staff—the school was better off—so that the student mistresses were much more supplemental than they were at Chiswick.

12,346. You spoke in your evidence of the disadvantages of residential training colleges; you were alluding then, of course, to colleges for elementary school teachers?—Yes.

12,347. Then are you also as decidedly in favour of non-residential colleges for the training of teachers for secondary school?—I wish all experiments to be tried. I think that some students will do much better in a residential college, and others in a non-residential college.

12,348. You thought that the mould of mind of the principal might be too rigid and might enforce itself too much upon the minds of all the inmates, I understood you to say that you had seen it in residential colleges. Did you not say so?—I was speaking then of elementary school colleges. I spoke of the effect of the system, not of the principal.

12,349, Do you think that that would attach also to training colleges for secondary school teachers. Not necessarily surely?—Not necessarily, but only possibly.

12,350. Do not you think that there are great advantages in the way of discipline in many respects, in a residential college either for elementary school teachers or secondary school teachers?—Very great advantages. The discipline need not be so strict in a residential training college as it has to be in a day training college—and more liberty can be allowed to the students. I think each has its advantages and its disadvantages.

12,351. I am glad to hear you say that; you rather dwelt upon the disadvantage, it seemed to me, of residential colleges?—I did not wish to do so at all. I wished to state that I think that both experiments should be tried.

12,352. Mr. Hobhouse asked you whether the college had not fewer students than it used to have. In looking at the abstract account, I see that in 1894 there were 33, but surely there are more now?—This year we have 48; we have gone up again.

12,353. That is an advance upon other years. You told us that there were a good many inquiries, and particularly last year; how do those inquiries terminate; how is it that the students do not come into the college?—I cannot tell.

12,354. You have not been able to gather any conclusion as to that?—No; except that many apply who are too young to come.

12,355. (*Mrs. Bryant.*) The increase may occur because there are a larger number of colleges supplying training, and it is possible that inquiries are made from all of them?—Yes.

12,356. The number does indicate more activity?—Yes.

12,357. (*Dean of Manchester.*) I am anxious to know from you how it comes to pass that these inquiries do not terminate in their entering the college. Mrs. Bryant asked you just now whether the college would pay at 30*l.* a year, but she did not take into account, I think, that in the lower division, as you told us, 24*l.* was all that was paid?—Yes.

12,358. Can you make it pay at the 30*l.* and 24*l.* respectively?—If we have 50 students we can make it pay at the 30*l.* and 24*l.* respectively. If you notice in 1890 there was a gain of 1*s.* 10*d.* on each student.

12,359. You said that many of your students, or some at any rate, were willing to go to elementary schools; was that in consideration of the higher stipend which they would be likely to get there?—No, because they like the work with elementary school children.

12,360. You said that it was good for them to have the discipline of boys. Do not you find that women manage boys perhaps a good deal better than they do their own sex?—I should not say that.

12,361. They do manage boys exceedingly well, do not they?—Yes, some of them do.

12,362. It is no great exercise of discipline for women to be able to discipline boys?—I think it depends entirely upon the woman.

12,363. With what training colleges are you chiefly familiar; I think you said that you had not seen very many?—Not of the elementary school class. I am chiefly acquainted with the Cambridge Training College, and I have seen the training colleges in France for Secondary Education and for elementary education.

12,364, You do not seem to find that the money question is a serious consideration with people of the class from which you draw these teachers, that is to say, the payment of the fees, and the fact of their not earning any income. Would not you be glad that there should be greater opportunities through scholarships, and the like, for persons entering your training college?—Yes, very glad.

12,365. Do not you think that perhaps some of the inquiries might terminate in the young women entering your college if they found that they were able to be maintained?—Yes, I should be very glad to have more scholarships in the college.

12,366. Your experience pointed to this fact: when these people make their inquiries (the parents or the young people) do you find that sometimes when you mention the fees, the expression of their face perhaps rather alters?—Yes sometimes, but not frequently.

12,367. (*Chairman.*) Before we pass on to the next subject, do I represent your opinion correctly, when I say that you feel that the whole subject of the training college for secondary school mistresses is in an experimental stage at present?—Yes.

12,368. And that no system has yet been proposed which in your opinion is altogether satisfactory?—Exactly so.

12,369. And that therefore the framing of any general scheme of foundation for such colleges would be a matter of difficulty at the present moment?—Great difficulty.

12,370. Is there any other way by which, supposing any system of Secondary Education were established, the existing colleges could be aided in your opinion? In your opinion would scholarships attached to such institutions and given by the locality or from Imperial funds be a mode of assisting those scholars without interfering with the experimental methods which may be adopted?—That would be a very excellent plan.

12,371. And you think that there would be no objection to that?—I should think that there would be no objection to the gift of scholarships. I should think that they would be very helpful, provided they are given to students already qualified who stand really in need of them.

12,372. You think, on the contrary, that such a suggestion might he welcomed by those who are engaged in the matter at the present moment?—Certainly.

CO-EDUCATION OF BOYS AND GIRLS.

12,373. I understand that you have had considerable experience in the teaching of boys and girls in the same schools and in the same day classes; could you state shortly what that experience has been?—I had eight years' experience as headmistress of the Chiswick High School for Boys and Girls.

12,374. What was the maximum age for boys and girls there?—The boys were allowed to stay until they were 12 years old, or if the parents wished they could stay on until 13; girls were kept later, until they had completed the school age. I think that to carry out the experiment well, we ought to send boys and girls away at the same age.

12,375. And when do you think that the education should be separated?—As things are at present, I think at about 14 years or age; but I see no reason why if we could have a joint staff, as well as boys and girls being taught together, they should be separated at 14; but as I have not had experience in teaching them after 14 years of age, I do not feel prepared to say much upon that point.

12,376. You speak only of children up to 14 years of age?—Yes.

12,377. You have had an acquaintance with other schools I understand—with Miss Herford's, at Fallowfield, in Manchester?—Yes, I have heard a great deal about that school, and stayed there several days to study it.

12,378. And you arrived at a very satisfactory conclusion?—Most satisfactory.

12,379. In that case also the children are only kept up to a certain age, I think?—Up to 14 years of age.

12,380. With regard to Miss Case's school at Hampstead, had you the same experience?—Somewhat; not quite so close an experience with the school itself, but knowing Miss Case very well, I heard a great deal about her work there.

12,381. So far as you have had experience with regard to that school it was always satisfactory?—It was also highly satisfactory.

12,382. Have you experience of any other school?—Mr. Sergeant's school was for children of the elementary school class; that was at South Hackney; he had boys and girls there up to 13 or 14 years of age with the most satisfactory results.

12,383. And you have made it your business to inquire as to the same conditions in other schools that you have not yourself visited, I think?—Yes.

12,384. With what result?—With the result that in the Scotch schools it is by no means always successful, and that the system of joint education depended there very much upon the head. When it was in the hands of women it seemed to answer well; when it was in the hands of a man it seemed to fail.

12,385. Do you mean with regard to finance, or with regard to discipline?—With regard to the moral and mental condition of the children.

12,386. But you could not give us any further information with reference to the carrying out of mixed classes at ages beyond 14?—No.

12,387. We have had it from you, then, that the advantages of co-education both physical, mental, and moral are in your opinion considerable?—Yes.

12,388. Do you find that parents are satisfied with regard to this?—They are very well satisfied.

12,389. Have you any experience with respect to the work done by boys thus brought up when they pass to the public schools?—My boys have done very well in the public schools—they have been to Westminster; I think they have not gone straight into St. Paul's, but they have been to Westminster, the City of London School, the University College School, and King's College School; they have all done well.

12,390. Do you desire to give the Commission your views with respect to the question as to the foundation of new public schools, and also as to how far regard should be had to existing schools, proprietary, private, or higher grade elementary, in considering this question?—I should like to say that I think that in districts where proprietary and private schools are well attended, the new public schools should only be formed by the request of a large per-centage of the inhabitants; that is to say, if the schools are sufficient in number to supply the demands of the neighbourhood.

12,391. Who is to be made the judge of that fact; are the inhabitants to judge; how are they to signify their opinion, and to whom?—I should think by inquiry. If it were advertised that their names would be necessary before a public school could be established, then if they wished a school to be established they would send in their names.

12,392. (*Dean of Manchester.*) There is one phrase in your précis on which I should like to ask you a question. You say that you meet the religious difficulty by allowing parents to arrange separate classes at the school for children of different creeds. How is that brought about; could the parents come in and arrange it?—The parents came to me and said that they wished to have a class formed for the teaching of, say, Roman Catholic children, and I then arranged it.

12,393. I can understand that. Therefore the parents do not arrange it; the phrase here is that the parents arrange it?—That is what I meant.

INSPECTION AND EXAMINATION.

12,394. (*Chairman.*) With regard to the questions which have been asked you as to inspection and examination, have you any information to give to the Commission?—I think that in regard to private schools sanitary inspection is most desirable. My experience of private schools is that the sanitary conditions are often very bad.

12,395. Have you experience of your own with regard to that matter which leads you to make those remarks?—Yes; but I am afraid that the examination and inspection of private schools would have a strong tendency to crush the individuality of those more advanced schools; the schools that were really in advance of the common sense of the nation. I dread very much seeing the best private schools prevented from doing their work.

12,396. You desire that the Secondary Education of the country should not be carried out according to one cut-and-dried system?—Exactly.

12,397. But that the necessities of the district and the individuality of the teachers should be as much as possible preserved?—Yes; that every kind of educational experiment should have free scope.

12,398. Do you think that the number of delicate and backward children in private schools would render their inspection and examination a greater difficulty than is at present felt with regard to preliminary education?—I should think so.

12,399. Are there more delicate and backward children among the children in private schools than amongst the children in public elementary schools?—I think distinctly so. I think that the delicate and backward are often sent to the private schools in preference to being sent to a high school or public school of any kind.

12,400. Are you speaking of boys as well as of girls?—I am speaking of girls entirely now.

12,401. (*Lady Frederick Cavendish.*) It is true of boys, too, is it not?—Yes; I am simply confining my remarks to my experience.

12,402. (*Chairman.*) Have you any other remarks that you desire to make on this point?—I think not.

12,403. (*Mrs. Sidgwick.*) Are these mixed schools for boys and girls, of which you speak, all private schools?—No; Chiswick School was under a local company. Miss Herford's is a private school and Mr. Sergeant's was; there was one other, I think, that was not private. There was one Church school near Bridport, where they had about 90 boys and girls together; that was an elementary school; and Miss Pryde's school was also under a company.

12,404. (*Lady Frederick Cavendish.*) I see you mention that the school teaching is secular; do you mean that your practising school confines itself to secular subjects, unless the parents make some demand for religious teaching?—No; at Kilburn and Brondesbury the religious teaching is part of the school's curriculum, unless the parents wish to withdraw the children from the teaching.

12,405. And do your students take part in it?—No, our students are of all religions.

12,406. So that you avoid the religious difficulty by not taking any part in the religious lessons?—Yes.

12,407. (*Dr. Fairbairn.*) Then who takes part in the religious lessons?—The staff of the school.

12,408. But not your students?—No.

12,409. Then, by allowing parents to arrange separate classes, do you mean that parents bring their own instruction into the schools?—That was at Chiswick, not at Brondesbury. I think I explained that at Chiswick a certain number of parents joined together if they wished for a particular class, and came to me and asked me to arrange for one, which I did. At Brondesbury and Kilburn religious instruction is, in the same way as it is in the high schools, part of the curriculum, because parents can withdraw their children if they wish to do so.

12,410. Then who selected the religious instructor; you, or the parents?—The parents—on my advice very often.

12,411. (*Dr. Wormell.*) I suppose you consider that schools declared to be insanitary should be closed by authority?—Either closed or amended.

12,412. What authority do you think should have the power to close or amend insanitary schools?—I think the Government should have power to see to the sanitation.

12,413. A department of the Government?—Yes.

12,414. (*Mr. Lyttelton.*) That way of meeting the religious difficulty was effectual, was it not?—Yes, very; it answered admirably.

12,415. (*Chairman.*) Is there any other subject that you would like to bring before the Commission?—No, thank you.

The witness withdrew.

Miss Harriett Morant Jones and Miss Elizabeth Day called in and examined.

12,416. (*Chairman, to Miss Jones.*) I understand that you and Miss Day have come here as the representatives of the Association of Headmistresses?—That is so.

12,417. You, I believe, are headmistress of the Notting Hill High School?—Yes.

12,418. (*To Miss Day.*) And you are headmistress of the Manchester High School?—I am.

12,419. (*To Miss Jones.*) You desire, I understand, to give us your opinion, and the opinion, I presume, of your association, with regard to the registration and training of teachers, with regard to scholarships, and also with regard to examinations?—Yes.

Registration of Teachers.

12,420. In the first place, with regard to registration, is it your opinion that the registration of all teachers is, as a principle, desirable?—Yes.

12,421. And that, as far as possible, it should be made compulsory?—It is essential, I think, that it should be compulsory, because if it were voluntary it would be almost useless, and probably would die a natural death. The only thing, I think, that could make it useful would be that it should be compulsory; that is to say, so far compulsory as registration is compulsory on medical men.

12,422. When you speak of the compulsory registration of all teachers, do you refer to all teachers in schools, both for boys and girls?—To all teachers in schools, both for boys and girls.

12,423. Both in elementary schools and in secondary schools, or are you speaking of secondary schools alone?—The teachers in elementary schools are already registered, but I should include them in this register. We say that all teachers should be registered.

12,424. You refer to the registration of elementary school teachers by the Education Department?—Yes.

12,425. Would you desire that the teachers in secondary schools should also be registered by a Government Department?—No, not by a Government Department.

12,426. Will you kindly inform us in what way you think that the registration of teachers in secondary schools should be carried out?—I think that their registration might be carried out by such an educational council as is contemplated in the Bill which we have studied, and which is known by the name of Mr. Acland's Bill.

12,427. Your association, then, is in favour of an educational council?—Yes.

12,428. And also of the principles of Mr. Acland's Registration Bill?—Not, I suppose, entirely; but still they are in favour of the principle of the establishment of a council which would have the power of registering teachers.

12,429 (*To Miss Day.*) If you have any remarks to make on any particular point, perhaps you will kindly say whether you agree or disagree with the answers given by Miss Jones?—I agree with Miss Jones so far as she has gone at present.

12,430. (*To Miss Jones.*) How far would you carry registration?—I would register all teachers down to teachers in elementary schools, tutors, and private governesses.

12,431. (*Mr. Cockburn.*) Down to the most junior teachers?—Yes. What we are referring to is the ideal for the future. I think that all teachers should be registered. It is against private governesses that parents require the greatest protection.

12,432. (*Chairman.*) And with regard to the governesses of other nations, French and German, for instance; would you have them registered?—I should have them registered also.

12,433. Would you make them pass an examination?—No; I should register them according to the diplomas that they hold from their own Government.

12,434. What in your opinion would be the value of such a compulsory system of registration?—I think the value of it would be that it would raise the profession generally; it can scarcely be called a profession now, but registration would make it a profession, and would give the public some information on the general status of a teacher. At present they have none; and above all, it would protect parents and children.

12,435. In what way would it protect parents and children?—Because parents are still thoroughly helpless, at least a large number of them are—as to teachers and schools—as regards the teachers for their children, and as regards the schools to which they would send them. Many parents consider a flaming advertisement to be quite a sufficient gauge of the efficiency of the school and of the teachers.

12,436. And you think that registration would be a sufficient proof of competence?—Yes; if all the necessary qualifications were fulfilled, I think it would be.

12,437. Have you any desire to point out to us what those qualifications should be?—Yes; I think that they should consist of a university degree or a university certificate and a teacher's diploma.

12,438. Do you mean that every teacher must possess either a university degree, or a university certificate of some kind?—Either a university degree or a university certificate of some kind, or a certificate by a recognised body such as the Froöbel Society.

12,439. Then you would open the register still wider than you said at first?—Yes; to a certificate given by a recognised body and a teacher's diploma.

12,440. (*Mr. Cockburn.*) Who is to grant the diploma?—The universities,

12,441. (*Chairman.*) Are the universities to grant diplomas?—Yes; they do already. The University of Cambridge holds an examination in theory and practice, and so also does the University of London.

CLASSIFIED REGISTER.

12,442. Would you in this register distinguish between the various classes of teachers?—Our association passed a resolution that the register should be a classified register.

12,443. Would you kindly tell us what you mean by a classified register?—I think it is rather difficult to say.

12,444. In what way should it be classified?—I suppose that you must first of all classify secondary school teachers and teachers in elementary schools; that is the first classification. Then I think the secondary school teachers need several classifications.

12,445. What would they be?—They might be classified according to the qualifications or the degrees and certificates of the teachers, or they might be classified according to the schools in which they teach.

12,446. Then a teacher who had taken his or her M.A. in a university would have a first-class certificate, and those who had taken a B.A. would have a second-class certificate; is that it?—No; I should class all degrees together if that were the case.

12,447. Would there not be a considerable amount of difficulty in carrying out such a classification?—Yes, there would be very considerable difficulty indeed.

12,448. And in view of the difficulty which you admit that there would be, do you think that such a classification is possible?—I think it is very difficult to decide.

12,449. Still your association did suggest that?—Our association did pass that resolution.

12,450. (*Miss Day.*) I may say that our association met in June, and there have been some further developments since then. We had not at that time heard of the proposal which came, I think, from the Headmasters' Association of a temporary register. I think that if that proposal had been before us we might have worded our resolution a little differently. We might have been willing to accept that suggestion as meeting some of the difficulties in a satisfactory way.

12,451. But you are not prepared, of course, to say that, as representing the association?—No.

12,452. But we may take that to be your own private opinion?—I think that if the proposal had been before us many of us would have welcomed it.

12,453. Is it your opinion, as representing your association, that existing teachers of five years' standing and over a certain age should be put upon the register if they applied within a certain period; that is to say, two years, after the passing of the Act?—That is the point that I mean. (*Miss Jones.*) It would be very difficult to decide between existing teachers who were worthy of being placed on the register and existing teachers who were not.

12,453*a*. Was there any difference of opinion in your association with regard to this matter?—As to age, a large minority thought that all teachers under 30 years of age should be required to qualify; others thought that it would be rather hard upon them to have to give up their work and to pass an examination to gain either certificate or a degree, or even a teacher's diploma. If the register is confined to those who have a university degree and a teacher's diploma, then, it will be a very small register, because very few teachers have a teaching diploma so far.

12,454. Then after the two years are over what would be the qualification which the registration would include?—What we mentioned before, I think, namely, a university degree or university certificate, or a certificate from some recognised body and a teacher's diploma.

12,455. But a diploma not awarded by the educational council?—No.

12,456. Why do you object to that?—We do not think that the educational council ought to be an examining body; we think that that ought to be left to the universities.

12,457. Do you mean by an educational council a suggestion which has been thrown out that under the Minister of Education there should be an educational council?—Yes.

12,458. But you are aware, are you not, that that is only a suggestion that has been made?—Yes.

12,459. And that therefore it may or may not come to pass?—Yes.

12,460. Whereas the universities are existing bodies?—The universities are existing bodies, and we think they are the proper persons to conduct examinations.

12,461. (*Dean of Manchester.*) With no alternative—that is what it comes to?—Yes.

12,462. (*Chairman.*) You desire, I understand, that those teachers who are certified by the Education Department should be placed on a separate list?—In the same register, but in a class by themselves.

12,463. That is to say that you would make a distinction between Secondary Education and primary education?—Yes, for voting purposes, especially.

12,464. Voting for what, may I ask?—If the registered teachers are to have the privilege of voting for the members of this proposed council then the teachers in elementary schools, being so much more numerous than those in secondary schools, would quite swamp the secondary school teachers.

12,465. You would give the teachers in secondary schools a different position from that of those in primary schools?—Yes. This scheme is for the organisation of Secondary Education, and therefore I think that the secondary school teachers ought to have a larger number of votes awarded to them. (*Miss Day.*) And in the proposal for the formation of a council the primary school teachers were already more largely represented than secondary school teachers; but if the members chosen by the teaching profession were also on that side that would make the preponderance unduly great.

EDUCATIONAL COUNCIL.

12,466. But what are you referring to?—In Mr. Acland's Bill, in his explanation of the different public bodies that are to send representatives, there are seven who represent elementary education to start with, and five (possibly with the teacher's guild, two more) for Secondary Education.

12,467. And you are not satisfied with that?—I think that as the council is specially to direct Secondary Education it would be unreasonable that there should be more representatives of primary education on the council.

12,468. Then this proposed educational council, in your opinion, should be a court of appeal on matters connected with Secondary Education, I understand?—I think that such a court of appeal is wanted.

12,469. For what purpose?—Difficulties arise at times, and at present there is no exact way of bringing them to a conclusion—no satisfactory way.

12,470. Difficulties between the governing body and the teaching staff do you mean, or difficulties between the teaching staff and the students?—No, not that sort of internal difficulties, but difficulties in the neighbourhood—the locality.

12,471. Do you mean that this council should have the power of determining whether or not, for example, new schools should be established?—Yes, and also questions with regard to endowments.

12,472. Would you not leave it to the local authority, who know the district, to determine whether or not a district was sufficiently well supplied with schools?—I do not think that that has been found satisfactory in all cases.

12,473. Where has it been tried?—There is danger of jobbery coming in if it is in the hands entirely of those who belong to the neighbourhood.

12,474. (*Dean of Manchester.*) What do you mean by jobbery?—I do not know any other word that expresses what I mean.

12,475. (*Mr. Lyttelton.*) Vested interests, perhaps, you might say?—Yes.

12,476. (*Chairman to Miss Jones.*) You do not desire, I gather, that this council should be an examining body?—Not at all.

12,477. Then who is to examine the schools; by whom is the examination of the schools to be conducted?—By the universities.

12,478. Entirely by the universities?—Entirely by the universities.

12,479. Is the local authority to have no voice in the matter at all?—No.

12,480. Yet they are to pay the rates. Are these schools to be supported by public money?—That is a very large question.

12,481. But do you desire that these schools shall be supported by public money or do you not?—I do not.

12,482. Does your association say anything about that?—The association does not desire any State control whatever.

12,483. They do not desire control by the State?—No.

12,484. Do they desire to have money given them by the State or by the locality?—I think they would desire to have scholarships given to them.

12,485. They do not desire to see the foundation of public secondary schools where they are now admittedly wanted, either by the State or by the locality?—Yes, I think they do. I think they would desire to see that if the schools are really wanted.

12,486. Then how, in the opinion of your association, are those bodies who establish those schools to have any control over them, if they are not to inspect them or to examine them?—They will get them inspected and examined, of course.

12,487. (*Mr. Yoxall.*) I understand that you desire to safeguard the voting power of secondary school teachers solely with regard to the election of the elected councillors upon the educational council?—Yes.

12,488. Therefore, in order to make it perfectly certain that some four or five councillors should be elected by the secondary school teachers from the secondary school teachers, your association would propose to separate the teachers of the country into two bodies for all time?—Yes.

12,489. Do you not think that such a method of effecting that is out of all proportion to the end that you have in view?—(*Miss Day.*) I do not think that we thought for a moment about "all time." We all felt that whatever was arranged now would only be provisional probably, and would certainly need revision before any very long space of time—that it was merely to meet the present state of things.

12,490. Then I take it that your second thought with regard to the provisional council and temporary registration would probably remove that suggestion which is made in the resolution contained in your précis?—No, I do not think that touches the question of the classification of the register.

12,491. Supposing that the certificated teachers who happened to be elementary school teachers and were admitted to the register numbered 50,000, do you suppose that there would be a risk of their swamping the secondary school teachers admitted to the register?—I think that they would certainly far outnumber them.

12,492. Do you know that calculations have been made by the Teachers' Guild and the College of Preceptors which show that the number of secondary school teachers is more like 70,000?—But the number of trained secondary school teachers is very small at present, and if training is to be a condition of registration that would limit the number.

12,493. But you propose to admit all teachers of five years standing at present and over a certain age, whether they are trained or not?—Yes.

12,494. So that practically all adult secondary teachers would come upon the register, and there are something like 70,000 adult secondary school teachers in the country now, and therefore the 50,000 elementary school teachers could not swamp the secondary school teachers if they wished to do so. If it is necessary to safeguard the voting power of the secondary school teachers by making the secondary school teachers a separate class, what would your association say if secondary schoolmasters were to argue that in order to safeguard their voting power, and to secure that a certain proportion of the council was to be men, the secondary schoolmasters should be put in a separate class?—The mistresses would outnumber the others very considerably.

12,495. Are not the two cases on all fours?—The difficulty is, that one is not stating one's own opinion. My own opinion was against classification, but the association as a whole were strongly in favour of it.

12,496. Then I may take it, as you said before, that probably afterthoughts would lead them to decide in a more catholic manner?—I think it is quite likely.

12,497. (*Mr. Sadler to Miss Jones.*) What do you consider is the conflict of interests between primary school teachers and secondary school teachers?—I do not think it is so much a matter of conflict of interests as that the primary school teachers would not know exactly what the secondary school teachers wanted—just in the same way as we might not know exactly what was most expedient for the primary school teachers—the lines are altogether different. At the same time, I think that there is also a conflict of interest, because a great many of our body feel very strongly on what they consider the encroachment upon Secondary Education made by elementary schools in the shape of the higher grade board schools, which are causing our own second grade schools to languish, attracting the clever children who go there for the sake of getting scholarships, and who could well afford to pay the small fees of the second grade schools.

12,498. But many of those difficulties, if they exist, arise, do they not, from the fact that you have your primary system of education so very separate from your secondary system in England, that the two things have grown up without much knowledge of one another?—We hope that the educational council, if it is ever established, will be able to settle those difficulties.

12,499. Then you would look favourably upon anything which would tend to promote the unity of the whole teaching profession?—I should personally, and so, I believe, would the association I represent.

12,500. And which would obliterate any marks of difference?—Except that the secondary school teachers do not wish to be under the State or to have codes imposed upon them.

12,501. But you wish to have unity and solidarity in the whole teaching profession?—We wish to have unity, certainly, and solidarity also.

12,502. But you say that you do not wish to be under the State. Do you equally demur to being under the influence of any local authority?—No, I think it would come to that. We should require local or district councils.

12,503. (*Mr. Cockburn.*) You spoke of certain teachers who now have secondary schools whose main qualification lay in flaming advertisements?—There are such schools.

12,504. Will your register, for the first five years, at all events, exclude teachers of that character?—No, I am afraid not.

12,505. They would get on equally with the most efficient teachers would they not?—I am afraid so, but it might be a temporary register.

12,506. (*Dr. Fairbairn.*) If it is a temporary register what would the permanent register be with regard to them; if the teachers were once on could they be put off?—They never would be put on the permanent register.

12,507. Then what is to be the function of the temporary register?—To make a beginning, I suppose.

12,508. But it is beginning by recognising a *status quo* which does not need recognition?—But when the medical register was first formed they were obliged to recognise some of the medical men who had not the necessary qualifications, but they were not nearly so many. (*Miss Day.*) Many of the young teachers on the temporary register would probably qualify themselves and be transferred; the number of unqualified teachers would be reduced in that way on the temporary register; others would retire or die and the temporary register would come to a natural end after a few years.

12,509. Still I hardly see the function that it is to fulfil at all?—It is to meet the difficulty of appearing to sanction all those who are already teaching as competent teachers.

12,510. But you are going to recognise the competent by also recognising the incompetent?—Recognising them in a different sense, as existing teachers who, many of them, have not had an opportunity of qualifying according to the new rules.

12,511. (*To Miss Jones.*) Another point that I should like to ask about is this: is your principle of registration the grade of schools rather than the standard of attainments?—That point was not discussed by the association.

12,512. But that is a very cardinal matter is it not?—It is a very cardinal matter; it must be one or the other.

12,513. Have you any opinion of your own to formulate on that question?—To take the grade of schools would be very difficult, because teachers pass from one grade to another; they pass from a school of the second grade to a school of the first grade, and as there would be constant changes required in the register, it would be impossible.

12,514 Then this standard, if it is a matter of attainment, would tend to a large extent to abolish the distinction between elementary school teachers and secondary school teachers, would it not?—It would, because a great many elementary school teachers now have their degrees, and therefore they would be classified with those who have degrees.

12,515. Therefore the distinction between secondary school teachers and primary school teachers on the register would tend to disappear?—It would tend to disappear.

12,516. (*Mrs. Bryant.*) With regard to the objection to a temporary register, which I think you partly admit, namely, that it would bring on a number of incompetent persons, is it not required in your view, because you bind yourself to the opinion that registration must, from the beginning, be compulsory. What I mean, is, that the two ideas hang together; that if registration is to be made compulsory, it would be only fair to recognise existing teachers?—It would.

12,517. What do you mean by making it compulsory?—Merely this; that we cannot force them to register themselves, but that if they do not register themselves, it would not be competent for them to recover fees in case of non-payment.

12,518. You would not prevent their opening schools?—I think I would prevent their opening schools; but you could not close the schools that are already open.

12,519. (*Mr. Cockburn.*) Is that the view of your association?—No; we did not go into that matter.

12,520. (*Mrs. Bryant.*) Your association did not discuss in what way the register should be made compulsory, but only indicated that it should be so?—That is so.

12,521. I want to ask a question which arises out of something that has been asked, although it does not come under the question of registration. As I understand it, the opinion of the association with regard to the whole question of inspection and examination is, that although you deny to the State authorities, whether local or central, the right of examination and inspection, you think that the universities should undertake that duty and should be the reporting bodies, as it were, to the authorities?—To the governing body of the school.

12,522. And indirectly to the other controlling bodies?—If the educational council have confidence in the governing body of the school I think they should let the school alone.

12,523. But to take the case of the local authority, the local authority, if it gives money to a school for any purpose, apparatus or otherwise, would require to know about the efficiency of the school, would it not?—Yes; then the reports would be sent to them.

12,524. That is the opinion of the association?—Yes, I think so, so far as we can tell.

12,525. (*Lady Frederick Cavendish.*) Would you wish the registration to concern itself only with the teaching qualification, or would the question of character come in it at all?—Certainly, if anything was known against any teacher's character, that teacher should be excluded from the register.

12,526. I did not know whether there was any possibility of bringing it in at all?—I think it would certainly be a *sine quâ non* that no one could be registered where there was any doubt as to character.

TRAINING OF TEACHERS.

12,527. (*Chairman.*) Now to pass on to the training of teachers; are you of the opinion, which I think you probably heard expressed by the last witness, that the question of the training of teachers for Secondary Education is still in an experimental stage, or has your association adopted any definite views with regard to the methods to be carried out for such training?—Our association, I think, were very clearly of opinion that there should not be one method alone, but that three methods which we have suggested, might be tried with advantage. The first is training colleges, such as the Maria Grey College and the Cambridge Training College under Miss Hughes, with practising schools.

12,528. That is one method?—Yes.

12,529. But do you refer then to day training colleges in that suggestion, or to residential training colleges?—The Maria Grey College is a day training college, and the Cambridge College is a residential college, and there are other day training colleges which could be used.

12,530. Does your association make any distinction between day training colleges and residential training colleges?—Not any.

12,531. You do not express an opinion as to which they desire to see adopted?—No, they think that day training colleges would be very much more convenient and less expensive for some students, and that residential training colleges are also convenient for others who are not living within easy distance of the training college.

12,232. With regard to practising schools, do you refer to practising in elementary schools?—Yes; the Maria Grey Training College, as you have, perhaps, heard, has a practising school, and then the students also practise in elementary schools besides.

12,533. What is your second method?—The second method is training colleges attached to large secondary schools, as to the Ladies' College, at Cheltenham, and to the Mary Datchelor School, in Camberwell.

12,534. In what way do they differ from the training colleges of your first division?—I think that in the first division the training colleges are established for their own sake—for the sake of the training colleges; the others are attached to the schools, which were established first, and I suppose the schools are considered almost of more importance than the training colleges.

12,535. Does your association hold any opinion as between those two methods?—No, I think not. Some are in favour of one, and some of the other.

12,536 Do they consider that there is a sufficient supply of such training colleges at the present time?—We have not a sufficient supply if training is to be made a necessary qualification.

12,537. And do you consider that training in the art of teaching should be made a necessary qualification?—I think it is most essential.

12,538. Then your feeling would be that all, both masters and mistresses, engaged in secondary teaching, should pass through a training college?—Yes, I personally like the training college best.

12,539. (*To Miss Day.*) Have you any remark to make on this point?—The feeling of the association was strongly in favour of there being a variety, not any attempt to force all through exactly the same course of preparation, but that various plans should be accepted.

12,540. You rather agree with what was said by Miss Woods, namely, that she desired to see experiments of every kind tried?—Quite so, I feel that.

12,541. (*To Miss Jones.*) What is the third division?—That student teachers should be attached to various schools which could make adequate provision for theoretical and practical training; that is done, I believe, in some schools. Miss Day has tried it, and it is still done in the Sheffield High School for Girls.

12,542. (*To Miss Day.*) Has that system proved successful, in your opinion?—Not altogether. I gave it up some 12 years ago. I thought it was better for the girls to see the work of another school. Many of those who came to me to be trained were my own girls, and I thought that it was narrowing for them to spend their time entirely under one system.

12,543. You would rather see them, after they had gone through your school, attached to some other?—I should. I think it is better for their growth.

12,544. Is it your opinion that a well-organised and equipped training college offers greater advantages to the students than continuing in the school?—I should say so, decidedly.

12,545. (*To Miss Jones.*) And that is also the opinion I presume of your association?—I do not know whether I should take that as quite the opinion of the association, I think they were very strong on the three methods being tried.

12,546. (*Dr. Fairbairn.*) But between the second and third methods there is only a difference of degree; there is no difference in principle, is there?—I think there is. Certainly it would never be successful in any school without a master or mistress of method to criticise the teaching; it would be no training at all unless there was some criticism of that kind, and the headmistress would not have time to undertake it. And then instruction in the theory and history of education would have to be given.

SYSTEM OF PROBATIONERS.

12,547. (*Chairman.*) What is your opinion with regard to the proposed scheme of probationers?—We do not think very much of it; we think there are many disadvantages connected with it. In Mr. Acland's Bill the probationers are not supposed to be trained, I gather; they do not possess a teacher's diploma; therefore they might never get any training at all, and probably they never would in a great many schools, so that it would be a sham altogether and an evasion of the principle.

12,548. Would they be in the same position as pupil teachers in an elementary school?—The pupil teachers who are going to be teachers go to a training college, I imagine.

12,549. You consider that it would be injurious to the pupils?—Very.

12,550. In what way?—They would probably be experimenting on the pupils, and they would be leaving every two years.

12,551. They must experiment on somebody, must they not?—Yes.

12,552. On whom are they to experiment?—Upon the children in the practising schools, who always pay for much less than they get in the way of education.

12,553. Have you any suggestion to make, with regard to these probationers, as to student teachers paying for one year's training?—I should say, that if any student teachers are taken in a school (or if you like to call them probationers) they should pay instead of being paid, and pay a good fee.

12,554. Is there any difference between probationers and student teachers?—I think there is a difference between what is meant in this Bill of Mr. Acland's by "probationers' and what is meant by "student teachers." I think that a probationer is a master who is taken on for two years and paid a salary, a small salary, probably smaller than he otherwise would get.

12,555. Might we translate "probationer" do you think by the old word "usher"?—No, I should think the usher is exploded now; he is archaic.

12,556. (*Dr. Fairbairn.*) You have defined a probationer; will you now define a student teacher?—A student teacher would be one who is really trying to learn her trade, who is attending lectures on the theory and practice and history of education, and at the same time is doing some teaching under supervision.

12,557. (*Mrs. Bryant.*) A student teacher pays and a probationer is paid?—Yes; that I think is a very important difference.

12,558. (*Dr. Fairbairn.*) Is the payment the sole difference?—No, not the sole difference.

TRAINING SCHOLARSHIPS.

12,559. (*Chairman.*) I presume that your association is of opinion that scholarships are needed at present for the training of teachers in secondary schools?—Greatly needed.

12,560. And you would be glad to see scholarships attached to all training colleges?—I should be very glad indeed to see that.

12,561. By whom, in your opinion, should those scholarships be given; are they to be local scholarships or national scholarships?—There seems to be a great deal of money now given away by different county councils in scholarships. There are 200 scholarships going to be competed for again very soon by the children of elementary schools.

12,562. You are aware that a considerable number of scholarships are already given by county councils for what is practically Secondary Education?—Comparatively few.

12,563. You would like to see them increased in number?—Yes.

12,564. Especially for training teachers?—Especially for training teachers, because parents so often object to any extra expense after the school and college course are over.

12,565. With regard to scholarships, has your association any special recommendation or suggestion to make?—Scholarships for training teachers do you mean?

12,566. I presume so?—We have another paragraph on scholarships.

12,567. Is there anything else that you wish to add about scholarships being needed for the training of teachers?—I do not know, except that they are imperatively needed. There are scarcely any scholarships. The

Maria Grey Training College offers three, or, perhaps, four of about 10*l.* a year each year, but that is not enough. The fees are 30*l.* a year, and we should like to see a dozen scholarships offered every year, and more.

12,568. You think that the scholarships ought to be, at least, 30*l.*?—No, I think they need not all be 30*l.*, but that 20*l.* would be sufficient in some cases.

12,569. That would not be sufficient, would it, to keep a young woman there?—It would not be sufficient; but I am not contemplating that.

12,570. You think it would be sufficient if they had their fees paid, perhaps?—That would be a great thing.

12,571. (*To Miss Day.*) Have you any opinion to offer upon this point?—Only that I think that if it is understood by parents that training is absolutely necessary if they are going to prepare their children to enter the teaching profession they will find the money as soon as they once recognise that it is absolutely necessary, and that after a few years the need for such scholarships will be largely diminished. I think that they are needed at the outset, but that when once it is a recognised fact that you have to prepare for a teacher's certificate, parents will bear that in mind in making their plans. I do not think that they will to start with, and therefore I think that scholarships are necessary at present; but I should hope that the necessity will die out when the parents are fully awake to the fact that their son or daughter cannot be thrown into the teaching profession without preliminary expense being laid out upon them. I think that parents should do their own work in the end, at least.

12,572. (*To Miss Jones.*) Do you hold the same opinion?—As to the need of scholarships, I differ from Miss Day. I think that they will be permanently needed, because people are so poor. (*Miss Day.*) That has not been discussed by the association.

12,573. (*Dean of Manchester to Miss Jones.*) When you speak of people being so poor, I suppose you mean in the class from which a great many of these persons are drawn?—Yes, I think that in the professional classes many are very poor; they are educating their boys, and they have help in educating their boys sometimes; but I know of cases in which a father has say, nine daughters and no sons, and then, of course, as there are so few scholarships for girls he cannot look for much assistance in educating his nine daughters.

12,574. (*Mr. Cockburn.*) Are you aware that the evidence given by Miss Woods this morning is rather in support of the evidence given by Miss Day?—I did not know that.

12,575. (*Dean of Manchester to Miss Day.*) Do you not think that apart altogether from the circumstance of these parents seeing the advantage of training there would still be a very large number who would require some assistance, especially when you take into consideration the fact that the students are not only costing their parents a sum of money, but that they are not earning money themselves at a time when they might be expected to do so; and do you not think that there would still be, from your knowledge of the particular place in which you live, a great many such children who would require help in that way?—I think, although it seems a hard thing to say, that it would really be rather valuable that the entrance into the profession should not be so easy as it has been hitherto—that there should be a greater desire to find out whether the intending teachers really have a gift that way—and that they should not be flung into the profession as they are now; any cases where there was real poverty and yet real power, I fancy, could generally be met privately.

12,576. You would impose a fee really as a safeguard?—I think it would correct some of the present evils.

12,577. (*Mrs. Sidgwick to Miss Jones.*) Is not the whole question one of the ultimate salary of the teachers; in the medical profession there is no lack of doctors, and it is a very expensive training—but they get much more than teachers do when they are trained?—Yes, they do; but I think it is desirable to make the entrance into the teaching profession a little more difficult than it is at present. At present numbers of women go into it because they think it is their only means of livelihood, and they may be utterly unfitted for it.

12,578. (*Lady Frederick Cavendish.*) In your own schools, are you now taking trained teachers; is your staff largely composed of trained teachers now?—I have five trained teachers on my staff, and I can speak very highly of them all; but I have equally able, if not more able, teachers who have not been trained.

12,579. In the case of those able teachers who have not been trained, do you find that they themselves would say that they regret it?—Not at present, but I think that they are quite in favour of training for the future; they have trained themselves by their own experience and ability in tuition, but I think that a great many of them, at all events in my school, are in favour of a short course of training, say, six months.

12,580. (*To Miss Day.*) Would that be your opinion on these questions; have you yourself got a staff of trained teachers?—My staff for the most part have been with me for very many years, and when they were appointed there were very few trained teachers to be had. I only have two trained teachers, and they are both quite successful; but I have made few appointments since the days in which trained teachers were to be had.

12,581. And would those teachers who were not trained be in favour of the new training plan; would they themselves regret not having been trained?—Some would, and others would not. I have not exactly asked their opinion on the subject. I do not think I could speak for all of them.

12,582. (*Dr. Fairbairn.*) Would you require a general standard of literary attainment before admitting them to a training college, or as student teachers?—I should decidedly, I prefer the training after the degree has been taken, and not the two going on simultaneously. It is the Cambridge plan, and I think it works exceedingly well there,—the degree being obtained first, and then the training as a teacher coming afterwards.

12,583. Then you would require what is practically a double qualification?—I should.

12,584. What would you consider should be an adequate standard to be exacted from all beginning their course of training?—What we have said, namely, either a university degree or a university certificate. I think it is impossible to define further than that in the present state of things.

12,585. But training not to be allowed to take the place of a degree?—No, nor without a certificate. But the standard might be rather different for training for a Kindergarten teacher, for the Froëbel system. (*Miss Jones.*) But we must have the attainments before the power to make use of them I think—first the attainments, and then the teaching power. (*Miss Day.*) I think there is great danger of over-work if the students are at the same time preparing for a degree, and also at the same time training for teachers. I think it is found to be better to separate the two.

12,586. (*Mr. Llewellyn Smith to Miss Jones.*) Would you suggest that the scholarships that you contemplate should be tenable for six months only?—I think for some students six months would be sufficient, and I think that for others a whole year would not be too much.

12,587. So that there would be 12 scholarships a year tenable each for a period ranging from six months upwards?—Yes.

12,588. Did you mean that number to be attached to a particular college or for a district like London; what is the unit that you had in your mind?—I was especially thinking then of one particular college.

12,589. Is it your opinion that 12 scholarships or some such number would be sufficient for a big district like London?—I had in my mind one college. I think only about 50 students can be admitted in that college.

12,590. At the same time?—Yes. If this Bill passes there will be a great many additional training colleges of course, many others in London probably, certainly others.

12,591. So that there would be a certain percentage of scholarships?—Yes.

12,592. You do not contemplate that the scholarship system should be extended so far as it is with regard to the elementary school training colleges, where practically all the students are Queen's scholars?—No, not so far as that, only to help those who cannot afford to pay for themselves.

12,593. Not to help those of exceptional merit?—I think that there should be a poverty qualification, although not too rigid a one.

12,594. And not an intellectual one?—They must come up to a certain standard of course.

12,595. (*Mr. Lyttelton.*) In the matter of student-teachers attached to schools have you found it difficult to give them the time that is requisite for supervision?—I have none, nor should I like to have any. (*Miss Day.*) I have, and at that time I had a special mistress, who was responsible for them, a mistress of method from the Home and Colonial College.

12,596. She gave her whole time to them?—She gave her whole time to them.

12,597. You could hardly contemplate being able to give a sufficient time to them yourself?—No, certainly not; and I have not the other qualifications needed.

12,598. (*To Miss Jones.*) And when you say that there is danger in such probationers receiving pay previous to registration, is it necessary that they should receive pay?—I thought it was contemplated that they should receive pay.

12,599. Would they be able to attach themselves to schools without pay?—Two years is a long time.

12,600. Or one year?—Two years is what is mentioned in the Bill. Still I think they ought to pay for what they get in the way of training and assistance towards their profession.

12,601. You would sooner that they should pay than that they should be paid?—Very much. I think, perhaps, I ought to say that what I have said about scholarships here was not said on behalf of the association.

12,602. In answer to Mr. Llewellyn Smith, you mean?—Yes. I did not say that for the association. I think that our association rather deprecated that. They wished for scholarships to individuals rather than to institutions. At all events, I spoke on my own responsibility there.

12,603. (*Mr. Hobhouse.*) Do you think that there is a great demand for more accommodation in training colleges at the present moment?—I do not know that there is just yet; there will be if this Bill passes.

12,604. I am speaking of the present state of things. For instance, does the Maria Grey Training College afford sufficient accommodation for the women who wish to become teachers who are resident in London?—I do not think they are refusing any; they are not over full.

12,605. We have had that in evidence, but I wanted to know from outside whether there were any reasons which made the training of the Maria Grey Training College in any way unacceptable, or beyond the means of

any women who wished to become teachers in secondary schools?—Many think that they can do without training, and if they think so, and their parents are not very well off, they do not go in for training at all. If they have university degrees, and have personal qualifications (because the personal equation tells for a great deal in the teacher), they can still get very good posts without training.

12,606. Is that opinion shared by many of the head masters and mistresses in schools?—I think it is. In the early days of training the training colleges had very poor material indeed. Those who went to a training college 15 years ago were often those who had tried to teach and had failed; and thus a prejudice arose in some quarters against training college students.

12,607. Is the opinion of your association at all divided as to the necessity of training teachers?—Yes, I think it is divided, but the majority are decidedly in favour of some training. (*Miss Day.*) It was a very small minority which was altogether opposed to it.

12,608. (*To Miss Jones.*) But the majority are in favour of making it compulsory?—I do not know that.

12,609. For putting teachers on the register at all events?—Yes, I think they are in favour of that.

12,610. Would your opinion be that until it is made compulsory there will not be a very large demand for more accommodation?—Not a very much larger demand. (*Miss Day.*) It is growing, though, year by year.

12,611. Growing slowly?—Yes. (*Miss Jones*) Training seems to me invaluable for the rank and file of the profession. There are doubtless some people, with special aptitude for teaching, who do not require as much training as others, but at the same time are made better teachers by training. There is, however, a much larger class with only fair average aptitude for teaching, and it is for this class that training can do so much, by curing defects, and by instruction in the best and most scientific methods. And then there is a small number who never will make teachers at all, whether trained or not.

12,612. (*Dr. Fairbairn.*) Is there not a great deal of ambiguity in the phrase "training of teachers"? Supposing you had a teacher coming from a training college and going straight into school, and another who has gone not only through a training college but through a university college, which of those would you consider the better trained?—The teacher who has gone through the university college would have higher attainments, no doubt, but she would not have been trained as a teacher there.

12,613. But for all practical purposes, as a teacher she would be better trained than the one who had gone simply through a training college, would she not?—Yes, she would have higher attainments, but she might not be able to teach better.

12,614. But it is a cardinal matter that you regard the literary as more essential than the technical?—Yes.

12,615. Is it not a matter of greater consequence to insist upon adequate provision for the literary education than for the merely technical education?—But there is provision for the literary education. We have at Cambridge two colleges, and the Royal Holloway College, which is not half full. At Oxford there are three or four Halls, and of those I think only one is full. Girton is full this year, but I do not know whether Newnham is; and the Oxford Halls are not full I think.

12,616. The Oxford Halls are very full?—Are they.

12,617. And they are changing their names into colleges?—I am very glad to hear it.

12,618, (*Dean of Manchester.*) Do not you think that each of those branches, the literary training and the technical training has to take its proportionate relation to the other?—Yes.

12,619. You are distinctly of that opinion?—Yes. You speak of the literary training only; but you include, I suppose, the scientific as well.

12,620. I was following Dr. Fairbairn's question. You think that they have merits in due proportion?—Yes.

12,621. (*To Miss Day.*) Is it within your knowledge that there is a more keen desire for training at the present time than there used to be?—I think the desire is growing. It is easier to bring parents round to agree to grant it to their children now than it was a few years ago.

12,622. Even apart from any pressure that might be put upon them by compulsory registration?—Yes.

12,623. (*Mr. Cockburn.*) Is there any substantial recognition made by the head teacher of trained assistants as against untrained?—I think that most headmistresses have declared that, other things being equal, literary attainments and so on, they would give the preference, in making fresh appointments, to those who have had systematic training.

12,624. Is that as far as the substantial recognition goes; are they not willing to pay increased salaries for this expense in training, and the loss that the teachers are prepared voluntarily to undergo to prepare themselves?—I think that most of them would, but I do not think that there has been any declaration about salaries. There has been a declaration merely as to the preference that would be shown in giving the appointment.

12,625. (*Mrs. Sidgwick to Miss Jones.*) But there are very few headmistresses who ask first whether a teacher is trained—who make that the first consideration—are there?—I think that a good many headmistresses now write to principals of training colleges when they require assistants.

12,626. You would do so yourself?—Yes, but I generally know so many who are anxious to come into my school that I have not often to do that.

12,627. (*Mrs. Bryant.*) There are some schools, I think, where a teacher cannot get an entrance at all without being trained?—I think there are. Training certainly does facilitate their getting work very much. In fact that is the reason, I think, why some go into training colleges now, because they know that it will help them to get work; the profession is so overstocked. (*Miss Day.*) And it ought to be the part of the training college to dissuade those who are manifestly unfit from entering upon the profession and to weed them out.

12,628. (*Lady Frederick Cavendish.*) That is hardly the case yet, I suppose?—Not to any great extent, but I should hope that it would be so in the future. (*Miss Jones.*) It has been done in some instances.

SCHOLARSHIPS IN SECONDARY SCHOOLS.

12,629. (*Chairman.*) Passing on to the question of scholarships, is it the opinion of your association that the passing of scholars from schools of a lower to schools of a higher grade should be regulated by a limit of age?—I think it is. I think that all the headmistresses who receive scholars from lower grade schools feel that an immense deal of the success of their scholars' work will be altogether dependent upon their coming in at an early age.

12,630. You mean that the systems in the two sets of schools are so different that girls coming in from an elementary school at a considerable age, beyond you say 12 years of age, would not benefit?—Yes, they do benefit, but not as much as they should.

12,631. But they do not sufficiently benefit by the change to the secondary school?—No. For instance, I have a girl who came in from an elementary school last January, and I placed her in my fourth form—she had done more arithmetic than the girls in the fourth form, and I had to make a special time-table for her so that she might join other forms for French and German.

12,632. Her education had been differently apportioned in the other school from the way in which you apportioned the work in your school?—Yes. Still she had done very well; she was a clever girl and worth her scholarship. (*Miss Day.*) The difficulty is met to some extent in schools where there can be a fresh classification in languages. I think that the age might be a little higher, say, under 13, in a school where girls are not obliged to be in the same class for all their subjects, but where they can be freshly divided for languages.

12,633. I think that a great many girls in your school have passed up from elementary schools, have they not?—Many girls come to us from elementary schools, not by any system of scholarship, but by their parents choosing to transfer them.

12,634. And is your experience corroborative of the views of your association on this point?—In the main, but I am able to classify separately for languages, and I do not at all object to girls of 13. I should think that it would create a difficulty if I were not able to re-classify.

12,635. Do you think that a limit of age should be placed on the girls coming in with scholarships?—I should think so, decidedly.

12,636. (*To Miss Jones.*) Then you would propose that only candidates of special ability should compete for those scholarships?—I should. I think that is very important.

12,637. What do you mean by competing for a scholarship?—I suppose that they do compete for these scholarships.

12,638. I presume that all these scholarships are competitive?—Yes.

12,639. And that those of the greatest ability get them?—Yes.

12,640. Then what do you mean by saying, if I may be allowed to ask, that only girls of special ability should be allowed to compete? Is that the opinion of the association, or does that represent your opinion?—I think the association were of opinion that scholarships should only be awarded to girls of special ability.

12,641. Then I presume that the words "compete for" should rather be replaced by the words "be awarded"?—We thought that such a large number of scholarships perhaps should not be offered promiscuously, and that many girls have scholarships given to them who are really not the better, but perhaps the worse for them.

12,642. Then I understand you also to be of opinion that there is a paucity of scholarships open to girls?—Yes, in secondary schools there is a great paucity.

12,643. Then you suggested just now that there are too many scholarships offered to girls. I presume you referred to primary schools, and not to secondary schools?—Yes. There are nearly 3,000 scholarships offered to girls and boys in elementary schools alone; there are between 2,000 and 3,000, at all events.

12,644. (*Dean of Manchester.*) Do you mean in London?—No, over the country, I suppose. In London I am told about 1,000 scholarships are given every year.

12,645. (*Chairman.*) You think there is an opening for scholarships to be given to girls in secondary schools?—Yes.

12,646. To continue in secondary schools, or to pass on to places of higher education, do you mean?—Either to be held in the school or as leaving scholarships to places of higher education. A few of the endowed schools have scholarships. I think I may say that all the large Girls' Public Day Schools Company schools have none, except one a year, which is awarded for two years to be held in the school. The Church Schools Company's schools, and the schools under local companies have no scholarships, I understand.

12,647. (*Mrs. Bryant.*) With regard to the difficulty of the scholars who come up from elementary schools, I suppose the special difficulty is in consequence of their ignorance of French?—Yes.

12,648. I would just like to ask whether that difficulty is anything like the difficulty that is encountered in the secondary schools for girls of classifying those who come from inferior private schools or from home direct at a somewhat advanced age?—I think not. I would rather have the advanced girls from elementary schools and classify them.

12,649. Then, whilst ignorance of French is one difficulty, their proficiency in arithmetic is another, is it not?—Yes. (*Miss Day.*) At an entrance examination most of us would refuse girls who are altogether behind. It is the unequal work that is the difficulty.

12,650. (*To Miss Jones.*) My point is only this: do you admit that the difficulty in classification is at least as great on account of the large number of girls who come to secondary schools after a very unsatisfactory preparation of any kind—Yes, very largely so, I think.

12,651. With regard to scholarships it is your experience, I understand, that a certain number of girls do come up with scholarships from elementary schools who would be better if they did not get them?—The headmistresses who know most on that subject say so. I have had very little experience of it; I have only had seven scholars from elementary schools, and most of them have been satisfactory. In one case I think the scholarship was wasted.

12,652. Have you any collected evidence as to what becomes of these girls, so as to be able to show us that point of what they do afterwards?—I have very little experience of that. (*Miss Day.*) My experience has been, I think, exceptionally satisfactory so far as regards the pupils who come from elementary schools with scholarships. I have had none of late years, but those that I did have who gained their scholarships in elementary schools and were sent on to me with very few exceptions did well in a remarkable way. Several gained open scholarships at Girton and Newnham. One was a Wrangler, two have taken the Mathematical Tripos, and have distinctly done well.

12,653. (*Lady Frederick Cavendish.*) Did they go on in the teaching profession?—Yes, and they hold very good positions now.

12,654. (*Mrs. Bryant.*) So that your experience is not that these girls by being brought into a higher school have become unfitted for another kind life to which they had to go back afterwards?—No, I think it is the contrary; but it is a matter of 10 years ago; none have been sent to me of late years, and those who used to be sent to me are kept now in higher grade schools.

12,655. (*Dr. Fairbairn.*) Would you have scholarships simply offered as such without regard to the schools where the girls are trained?—That is our present plan. We have scholarships awarded each year out of the school fund which are open to anyone, with no consideration as to where they have been hitherto.

12,656. (*Mr. Sadler to Miss Jones.*) You would like a fair proportion of scholarships tenable at the university?—Yes.

12,657. In all your school policy am I not right in thinking that your idea is that in future in all universities in England, men and women will stand on an equal footing?—I hope so; that is what we are looking forward to; and yet there are very few scholarships open to girls which take them to the universities. Girton holds two scholarship examinations a year. Newnham mainly gives scholarships on the Cambridge higher local examinations, I think.

12,658–60. (*Dr. Fairbairn.*) And Somerville College has also a number of open scholarships?—I know that Somerville College has some, but I did not know that there was a very large number. The Royal Holloway College also gives scholarships, and there are the St. Dunstan's Exhibitions, two, or perhaps three, in number, for girls residing in London.

12,661. (*Mr. Yoxall.*) May we take it that your association would not insist upon competition as a means of entrance to secondary schools from primary schools?—We do not know of any other means of entrance.

12,662. You do not recognise the value of competition in the elementary schools themselves or the recommendation of the managers and teachers of elementary schools as to which of the children would be the best to go up?—I think that that would be very desirable, and that some of the personal qualifications should be taken into consideration, especially in the case of girls. It seems to me, perhaps, more important in their case than in the case of boys.

12,663. In the case of girls who go from primary schools to secondary schools, and may not do very much better in the world afterwards because of their secondary training, you would still recognise, would you not, the value of the education in itself?—Yes, certainly; but the material benefit to the girl is also a matter of great importance, and I have felt sorry to see secondary training act as a check to what seemed a promising career. For instance, girls holding scholarships from elementary schools sometimes become so ambitious of teaching in high schools, although not personally fitted for the work, that they cannot be induced to prepare for a career of elementary school teaching, in which they would probably be very successful. (*Miss Day.*) My experience is just the reverse. A good many of my girls who come from elementary schools have gone back to elementary schools, and are now teaching there successfully. I very much rejoice at it. I think that anything which can draw us together is a good thing.

12,664. With regard to the clause in the resolution of the association that only candidates of special ability should obtain scholarships, why have the association insisted upon special ability; why should it be necessary for the children who go to secondary schools by means of scholarships to show higher ability than children who go by means of parental payments?—I think it means that the public money is going to be spent on those who will in a marked way respond to the advantages which are going to be offered to them.

12,665. But that phrase appears to limit the expenditure of money in regard to any given school in any locality unless there be candidates of special ability; that is to say, that if candidates of ordinary ability apply, the scholarships should not be awarded; does it mean that?—Yes, it means that. It means that there is no special object in putting higher subjects before them if they have only moderate ability, and will never become more than very ordinary students. They are taken away from their own natural position, and do not become qualified for teachers by two or three years in a secondary school, unless their ability is above the average.

12,666. Then your association does not recognise the importance of doing everything in the direction of helping children to obtain Secondary Education irrespective of their social position or after destination?—The association was against anything except children whose power was above the average being passed into secondary schools.

12,667. (*Mr. Llewellyn Smith.*) Do you agree with that view?—Those girls that I have had have all, I should say, been entirely suitable, with one exception; but I should say that they were all rather above the average.

12,668. Do you think that the test as to whether a girl has profited by Secondary Education is entirely the character of the profession to which she goes. Do you not consider that, independently of the profession to which she goes, it is an advantage to her in many cases to have obtained Secondary Education?—Nobody would deny that it is an advantage to her to have obtained Secondary Education; but the question was whether it was right to spend public money where there was no signal reason why it should be spent on that particular case.

12,669. You do not mean that the amount of the material benefit which she would obtain by getting a higher salary would be an adequate test of

that advantage. I am trying to discover whether your association has in view merely the material test, and consider that unless a scholarship leads to a better pecuniary position in after life, it is not money well spent?—So far as I understood the position, it was that the association felt strongly that it was sad that a girl who had marked power in any particular direction should not be able to cultivate it as fully as possible, but that as for the average workers of fair ability, there was no special reason for taking them away from their existing schools and moving them into a different state of things.

12,670. Would a limit of 12 years of age exclude a girl of 12 years of age?—No.

12,671. A girl of 12 would be eligible?—Yes. Personally I should say that under 13 was a better limit than under 12. (*Miss Jones.*) I think that the association meant under 12 years of age.

12,672. That is to say that a girl of 12 would not be eligible?—Yes. I did not agree with the association. I thought that 12 was certainly quite young enough to enable a master or mistress in an elementary school to discover the ability of a child, but the association carried the vote to under 12.

12,673. But your own view is different?—I think that 12 is an admirable age for the admission of scholars.

12,674. You would like to see 12 years the minimum?—Under 13 I would like to see it.

12,675. Between 12 and 13 should be the age, you think?—Yes.

12,676. (*Dr. Wormell.*) Supposing that very special ability in a girl is discovered only when she is 13, what then?—I think it is always discovered before 13 years of age.

12,677. Then supposing that the circumstances of the parents alter, so that when she reaches 13, although she has special ability, it is impossible without help to send her on to a secondary school, do you think that then such a girl should be excluded?—I do not, certainly.

12,678. Does your association?—No, I think not. (*Miss Day.*) We all take girls who come from elementary schools if their parents pay the full fees. It is a question of those who shall receive scholarships.

12,679. (*To Miss Jones.*) And however great a girl's special ability may be, if it is detected after 13 years of age, she is not to have a scholarship; is that the conclusion?—I do not know that it is exactly the conclusion. I do not think it ought to be a hard-and-fast rule.

12,680. And I suppose that the latter part of this statement simply means that, confining ourselves for the moment to the scholarships that are already given, it is your opinion that too many are given to girls in elementary schools, and that it would be better if that number were more limited, and some of the scholarships were transferred to higher schools?—That is exactly what we feel.

COUNTY COUNCIL SCHOLARSHIPS IN RELATION TO GIRLS' EDUCATION.

12,681. (*Chairman.*) Is there any other remark that you would wish to make on this subject?—In the county council examination for intermediate scholarships, very few girls were successful. There were 50 scholarships given, and out of a small number of girls, two from elementary schools succeeded in gaining scholarships, but then cookery and dressmaking were two of the subjects in which they could probably get high marks. Four subjects had to be taken, of which cookery and dressmaking were two. Now it seems to me that if the county council would continue their liberality in giving intermediate scholarships, they might cut out those two subjects so as to give a chance to the girls in higher grade schools.

12,682. (*Mrs. Bryant.*) Was it not the case in that examination that cookery and dressmaking were not compulsory subjects?—That was so, but they could take them.

12,683. Your point, I suppose, is that the girls in elementary schools have an advantage in those subjects?—Yes.

12,684. That the other girls were, as it were, weighted by their ignorance of cookery and dressmaking?—No, not exactly.

12,685. Yes, because the girls from elementary schools could take those two subjects, and I understood that your contention was that they could earn marks in those subjects more easily than girls from secondary schools could earn marks in mathematics and science?—Yes.

12,686. Is it not the fact that the scholarships were competed for by boys and girls together, and that therefore, possibly, the Technical Education Board in framing the scheme, had it in view to a certain extent to give the girls an advantage, as girls, against the boys?—No. I think that they would have taken some literary subject, perhaps, if they had intended to give the girls an advantage, and made it optional, instead of in the preliminary.

LEAVING EXAMINATION.

12,687. (*Chairman.*) We may pass on now to the last paragraph in your précis. I understand that your association would like to see a leaving or *abiturienten* examination instituted?—Yes, a number of headmistresses would. I do not know whether I could pledge the association exactly to this, but a very large number amongst them would.

12,688. And you think that the examinations should consist of a variety of groups of subjects, in which each subject is made up to a uniform standard if possible?—Yes, a uniform standard, and the various English universities might be represented in the examination.

12,689. You think that it should be conducted by a university board?—Yes, we have the basis for that examination in the higher certificate of the Oxford and Cambridge Board.

12,690. Are you satisfied with that higher certificate examination?—Yes, quite; we think it very good. But we also take the London Matriculation Examination, and in mathematics and Latin, the work for these two examinations proceeds on different lines, so that separate instruction has always to be given. A leaving examination which would open the way into the University of London, as well as of Oxford and Cambridge, would be a great benefit to many schools.

12,691. Would you make that leaving examination the same for boys and girls?—Yes, just the same for boys and girls; and I should have honour papers—at least, first and second class papers—in every subject, so that there might be a pass and honours; and I think it would lessen the number of examinations for boys and girls. It seems to me that even scholarships might be given on the results.

12,692. You think it would not be objected to by girls if they were put on an equal footing with boys?—They are now; the higher certificate examination is exactly the same for boys and girls. They take the same papers.

12,693. And you would award scholarships on the result?—I do not know. I say that it might be possible to do so and thereby save some examinations.

12,694. (*Mrs. Sidgwick.*) Have you any experience of the Scotch leaving examination?—The Scotch leaving examination answers very well, I believe.

12,695. That is a Government examination?—Yes. And in Germany they have a leaving examination which answers very well.

12,696. (*Mrs. Bryant.*) I should like to know how strong the feeling in your association is with reference to this single examination; is there any large number of members who are of opinion that the present variety of examinations held by the different universities is, in itself, more desirable than a single examination of this kind?—Yes, I think that a great many are of opinion that it is more desirable, and they would not wish those examinations to cease altogether. All schools would not take the leaving

examination; probably the higher grade schools would take it, whose girls go on to college, but second grade schools would probably not take it at all. They would continue to use the local examinations, as at present.

12,697. (*Dr. Fairbairn.*) What do you mean when you say that such an examination would carry admission to the universities and various professions?—We mean to the medical schools and so on; and in the case of boys, I suppose, to the law and medicine. In fact, it would do away with a certain number of examinations which seem to harass the schoolmasters.

12,698. It means then not to the various professions, but to the various professional schools?—Yes.

12,699. Would you not bring back the evils that you deprecated from Government control by means of a general or common leaving examination?—I do not think we should.

12,700. Would it not establish the very kind of uniformity which you deprecated in standards?—I think we should have different groups of subjects, and that it would be possible to have a pass and an honour certificate in each group. I do not think it would produce that evil. Still I do not know that you must take that altogether as the view of the association, as we have not discussed the matter; but I have had written answers on the subject of a leaving examination from various members of the association, and the majority of those who replied to my question were in favour of it, and thought it should be conducted by the universities; a large number of headmistresses approve of the higher certificate of the Oxford and Cambridge Board, and think that that might be the basis of some such examination in the future.

12,701. (*Mr. Sadler.*) The danger of uniformity would be lessened, would it not, because I understand that you wish to have the other examinations kept parallel?—Yes.

12,702. Would you like to see the present Universities' Joint Board enlarged by the addition of outside representatives?—Yes, by the University of London, and perhaps others.

12,703. And also by representatives of the teachers?—Yes, I suppose so. We are very well satisfied with the papers on the whole; we do not complain.

12,704. You do not think that a teachers' representative is necessary?—No, but I think that it would be advisable. That was not contemplated. It is a new idea.

12,705. Would you allow anyone to enter a university unless he or she had passed this single leaving examination?—Yes, I suppose many would enter who had not gone in for the leaving examination, *e.g.*, those who had had private tuition.

12,706. (*Mr. Yoxall.*) I suppose you would very strongly object to the establishment of an *abiturienten* examination by the State, as is the case in Scotland?—Yes.

12,707. You prefer it in the hands of the teachers?—In the hands of the universities.

POSITION OF ASSISTANT MISTRESSES.

12,708. (*Chairman.*) There is one question about which I think information would be desired by the Commission, and that is with regard to the position of the assistant teachers in your schools. In the first place, with regard to the question of their dismissal: has your association expressed any opinion as to a question which has been mooted by the headmasters, namely, whether or not the dismissal by the headmistress should be accompanied by a right of appeal to the governing body of your schools?—We have discussed the matter, but no resolution has been taken on the subject. But I think that in most of our schools the headmistress has not the power to dismiss. She has the power to report to

her governing body on a question which might lead to dismissal. That is the case in the Girls' Public Day Schools Company's schools.

12,709. (*To Miss Day.*) Is that so in your school also?—Yes, I have no power to do it alone.

12,710. (*To Miss Jones.*) Then in this respect you think that the girls' schools differ from boys' schools, in which the power of appointment and dismissal of assistant masters is almost invariably vested in the hands of the headmaster without any appeal to the governing body?—I think that is the case in some of the girls' schools, and I think that some headmistresses do use that power.

12,711. (*Mr Lyttelton.*) Is it the case in any school, so far as you know, that the dismissal of a pupil would have to be reported to the governing body, but that the dismissal of an assistant mistress would not?—I do not know. In our schools the dismissal of both would have to be reported, but we have no power to dismiss either pupil or mistress without reference to the governing body.

12,712. Is the appointment of an assistant mistress in your hands?—It is virtually; nominally it is in the hands of the council, but the council never refuse to appoint.

12,713. (*Chairman.*) Is that generally the case?—Yes.

12,714. Next, with regard to salaries of assistant mistresses: has any feeling been expressed by your association on that question?—We wish to see them raised.

12,715. You think that they are insufficient at the present moment?—We do.

12,716. (*To Miss Day.*) Is that your personal opinion also?—Yes, quite so. The Headmistresses' Association have had a sub-committee at work for some time considering the subject, and the feeling of all was that the present salaries are not satisfactory.

12,717. (*Dean of Manchester.*) Could the schools afford higher salaries without help?—Not without making some change in their way of working. One way would be to make the classes somewhat larger than they are now. Another way to reduce very much the expense of working the schools would be to diminish the number of small classes at the top of the school preparing for particular higher examinations.

12,718. I meant by raising the fee?—I think that in most cases that would be impossible. It would mean emptying the school. (*Miss Jones.*) I think that now it would be impossible.

12,719. (*Mrs. Bryant.*) Do not you think there are some schools in which the fees could be raised?—You think that mine is one, I suppose. I know that we have a great many pupils who could pay very much higher fees, but we have also a large number of pupils who could not pay more than they do.

12,720. (*Mrs. Sidgwick.*) The executive committee of your association have sent us a resolution about endowed and grammar school funds, desiring to have a general examination of trust deeds, to ascertain whether endowed and grammar school funds, by which girls are entitled to benefit, are now applied to the education of boys only. Have you any reason to think that that is the case?—The member who drew up that memorial seemed to think that there were several such cases, when the matter was discussed; but it seemed difficult to get at the truth, and we thought, perhaps, the Royal Commission on Secondary Education might investigate the matter, and see whether it is so.

12,721. Had she any reason to think that in cases that have been already through the hands of the Charity Commission there was anything of the sort?—I have no doubt that even some of those cases have, at all events, a larger proportion of the endowment accorded to the boys than to the girls.

12,722. (*Dean of Manchester.*) Is it not within the cognizance of your association that the Charity Commission, in every case, are looking after the interests of the girls?—I know that they have done so. We all recognise that. (*Miss Day.*) Still there are strange inequalities. For instance, in schools under the Harper Trust five girls are counted as equal to three boys, and get the same grant. A boy is worth not quite twice as much as a girl, but very nearly.

12,723. (*Chairman to Miss Jones.*) Could your association point out any single case, do you think, in which they believe that such an occurrence has taken place, and give the Commission information upon that subject. It would then be possible to make some inquiry about it, but any general inquiry into the trust deeds of all the secondary schools of the country would be a somewhat difficult and a somewhat expensive and tedious business, would it not?—It would.

12,724. I presume that your association would scarcely suppose that such a search after truth would be possible; but if they could afford us any evidence as to any cases which might have occurred within their knowledge, or that were known to be suspicious, it might be possible to take steps. Perhaps you would kindly inform your association of that suggestion?—Certainly.

The witnesses withdrew.

Adjourned to to-morrow at 11 o'clock.

THIRTY-SECOND DAY.

At Westminster Hall, Wednesday, October 3rd, 1894.

PRESENT:

Sir HENRY ROSCOE, D.C.L., M.P., IN THE CHAIR.

The Hon. and Rev. EDWARD LYTTELTON, M.A.
The Very Rev. The DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD C. JEBB, M.P.
Dr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. M. E. SADLER.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. J. H. YOXALL.
The LADY FREDERICK CAVENDISH.
Mrs. BRYANT, D.Sc.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

Miss AMY LUMBY and Mrs. MARION WITHIEL called in and examined.

12,725. (*Chairman to Miss Lumby.*) You are, I believe, president of the Association of Assistant Mistresses?—Yes.

12,726. And lady principal of St. Hilda's College, Cheltenham, and lecturer at the Ladies' College, Cheltenham?—Yes.

12,727. (*To Mrs. Withiel.*) You are a Bachelor of Arts, London, and second mistress of the Notting Hill High School, London?—Yes.

12,728. And both of you ladies appear as representing the Association of Assistant Mistresses?—Yes.

REGISTRATION OF TEACHERS.

12,729. (*To Miss Lumby.*) I understand that you desire to give some information to the Commission on the subject of the Recommendations of the Select Committee of the House of Commons in 1891, of which Sir William Hart Dyke was the chairman, on the subject of the Teachers Registration and Organisation Bill?—We were asked by the Commission to do so.

(1.) ONE REGISTER FOR ALL TEACHERS.

12,730. With regard to the first recommendation of the Select Committee, namely, "That registration of teachers in secondary schools is in principle desirable," do you wish to offer some remarks?—Our association considers that the principle is desirable, not only for teachers in secondary schools, but for all—"that is, that private teachers, and teachers in private schools, should be included."

12,731. You consider that it is even more needful for private teachers, and teachers in private schools, than for teachers in secondary schools?—Yes.

12,732. Will you kindly give us your reasons for that opinion?—I think that the governors, and headmasters, and mistresses of secondary schools would generally protect themselves against inefficient teachers, whereas the managers of private schools, and employers of private teachers, find it more difficult to judge of the attainments and qualifications of their teachers, and, therefore, need most to be guided in the matter.

12,733. Do you understand by secondary schools, public or endowed schools?—Yes.

12,734. Then you draw a distinction in that respect between private secondary schools and public secondary schools?—I think that was a mistake and ought not to have been put in; it would be better to say "for private teachers," and leave out the last words, "and teachers in "private schools."

12,735. (*Mr. Hobhouse.*) You mean by "private teachers" to include governesses and tutors in private families?—Yes.

12,736. (*Chairman.*) You would wish to include under the term "secondary schools" not only public or endowed schools, but also private secondary schools?—Yes.

12,737. But you think that for private teachers there is special necessity for this registration?—Yes, and that it would be a pity that they should suffer any lack of status and position from not being registered, which would possibly be the case if other teachers were registered, because private teachers often have excellent qualifications, and deserve to stand as high as those teaching, for instance, in private schools.

12,738. The governesses in private families you would include in list, would you?—Yes, I think that was the view of our association.

12,739. That is the opinion of your association?—Yes.

12,740. And what about the number of foreign ladies who come over to teach in English families?—We have not discussed that question, as those ladies generally have diplomas from their own educational boards.

12,741. Can you tell us whether that is the case generally; more generally abroad than it is in England? Is it within your knowledge that ladies coming over from Germany or France, for the purpose of taking situations as governesses in English families, are, as a rule, supplied with any credentials of a formal character?—It does not come very exactly within my knowledge except from advertisements, and there you very frequently see that they style themselves *diplomées*.

12,742. (*To Mrs. Withiel.*) Have you any information to give the Commission on that subject?—Those who apply for positions in schools would

generally have some diploma, but those who teach, I think, in private families would frequently not have any.

12,743. Would you insist upon the French ladies and German ladies who come over bringing some sort of testimonial? If you do it in the case of the English women, would you not also do it in the case of foreigners?—I should desire in the future that it should be so in all cases. (*Miss Lumby.*) But our association has come to no vote on that point.

12,744. But with regard to the English ladies the vote was unanimous, I understand?—Yes, that the principle should be extended to all.

12,745. What is the opinion of your association with regard to the age of persons thus engaged?—That no person under the age of 20 should be placed on the register. I think that was merely to bring it into agreement with the Revised Teachers Registration Bill.

12,746. Then do I correctly understand that you desire that the register should be alphabetical?—Yes.

12,747. And what other particulars would you desire to be noted?—We thought of a register which should consist, perhaps, of four columns: the first giving the name of the teacher; the second the date of registration; the third the knowledge qualification; and the fourth the teaching experience or certificate of training.

12,748. What do you mean by the knowledge qualification?—Such certificates as may be held from any university, or recognised examining body, to show that a sufficiently high examination has been passed by the teacher in question.

12,749. Do you propose to give classification or not?—No.

12,750. You think that all should be upon one list?—Yes, that was our wish. The vote was taken upon that, and it was generally wished that the register should include all and be alphabetical.

12,751. And do I correctly understand that this proposed register shall be exclusively for secondary schools, or do you propose to include teachers in primary schools?—We did not debate that point very fully, but the feeling was that the teachers in primary schools should be included also.

12,752. (*To Mrs. Withiel.*) Have you any other remark to make with regard to the first recommendation of the Select Committee of the House of Commons?—We particularly desire that the year in which the person is registered should be inserted in order that it might facilitate discrimination between teachers who are of quite different ability in their teaching capacity. It is possible that there may be very highly-qualified teachers who have not training certificates, or even perhaps high knowledge certificates, and we certainly desire that they should be placed on the register. Then the year of their admission would enable the public sufficiently to distinguish them from other persons who may have been put on without very good qualifications either in knowledge or in teaching capacity.

12,753. In other words, you desire that the existing teachers, even if they do not possess high qualifications, shall still have their names on the list?—Yes.

12,754. For a definite period?—No, permanently.

12,755. But do I correctly understand that you would permit new teachers to come on the register without qualification?—Not after a certain period of time.

12,756. What period of time would you propose?—Two years.

(2.) TEMPORARY PROVISIONS.

12,757. (*To Miss Lumby.*) Then with regard to the second recommendation of the Select Committee, namely, "That such registration should "be based upon the suggestions contained in the last paragraph of the "foregoing report." That paragraph, perhaps, it would be desirable to

put on the notes; it is as follows:—"Your committee are of opinion that "the most satisfactory arrangements in any scheme of registration that "may be adopted would be: (*a*) that existing teachers should not be put "on the register merely as such, but should not suffer from any legal "disability; (*b*) that both existing teachers and future teachers should be "admitted to the register on producing such evidence of intellectual "acquirements and teaching capacity as might be required by the "council; (*c*) that the register should as soon as might appear reasonable "in each case be made compulsory upon existing teachers in the event "of their appointment to teach in a secondary school assisted by endow-"ments or public money, and upon future teachers in these, and ultimately "in all other secondary schools; (*d*) that the teachers certified by the "Education Department should be placed on the register with an indica-"tion, as in the case of other teachers, of the nature of their certificate." Upon that, I believe, that you desire to make some remarks?—On the point (*a*) "that existing teachers should not be put upon the register "merely as such," we desire that all teachers should be qualified for admission, who have been engaged in teaching for not less than two years at the date of the passing of the Act, or who, at any time during the period of two years next after the commencement of the Act, shall have completed two years of teaching.

12,758. You desire then that all persons engaged in teaching for two years before the passing of the Act shall be put on the register?—Yes, as such.

12,759. And also that any person, who, during the first two years after the passing of the Act, enters upon the profession of teaching shall also be placed on the list, is that so?—Yes, as they would be already preparing for their profession.

12,760. Do you intend that to refer to persons who have begun to teach before the Act comes into force, or after the Act comes into force?—Those who have begun to teach before the passing of the Act and have completed their two years within two years of the passing of the Act.

12,761. Have you any idea what numbers of persons those particulars would affect; how many persons do you imagine would be brought into the register under those regulations or suggested regulations?—I have no means of telling. I have no statistics.

12,762. (*Mr. Hobhouse.*) Do you consider that a register formed in that way would be of any value at first as showing the qualifications of persons to teach?—I think that if the qualifications followed each name in the way that we propose it ought to be of value, and every year would make it of more value as the new teachers added to it were properly qualified, and the earlier ones were eliminated.

12,763. (*Chairman.*) Would not opening the door so wide as you propose to do be found objectionable by the teachers who had already qualified?—Our association does not think that that is an objection. I think that those who already hold training certificates would not object to being classed with the others at present. So far we can speak for the association. (*Mrs. Withiel.*) We felt the difficulty of making a distinction at all, because we feel that if certain qualifications were necessary for all who were placed on the register, some of the very best of us would be excluded, and therefore that the inferior ones would feel that there was no stigma upon them nor any necessity for them to qualify themselves to get on the register since they would be in the company of such very efficient members who were excluded.

12,764. I can quite understand the desirability of admitting teachers already exercising their profession; the question would rather arise, would it not, as to the admission to the profession of persons not qualified until after the passing of the Act?—It seemed hard to us; we thought it hard for those preparing at present not to have some notice; and we thought that the two years would serve as a notice.

12,765. (*Chairman to Miss Lumby.*) On this temporary register would the kind of school that the mistress teaches in be also entered?—I think certainly it would.

12,766. Is that included amongst the four recommendations?—That would be included in the nature of the experience.

12,767. One of your columns would contain a description of the schools?—Yes.

12,768. (*Mrs. Bryant.*) Do you apply this principle equally to those who have no training certificates, and to those who have no certificates of any kind?—Yes, experience taking the place of the training certificate.

12,769. But do you understand the objection to excluding from the register to apply equally to those who have not got any training certificate, as of course a very small number have at present, and to those who have no certificate of knowledge?—No, it is the training certificate that is mainly the point, because I think that nearly all persons now engaged in teaching do get a qualification of knowledge to a certain extent.

12,770. Then you would not propose to put on the register those who have no certificate of knowledge?—I think that those with no certificate of knowledge would be on the register, if they had been teaching for some time; and during the next two years we did not propose to exclude them.

12,771. (*Chairman.*) It does not merely refer to the training certificate then, but you would admit persons without any certificate of any kind?—Yes. There are some exceedingly efficient teachers, who became teachers before the days of these knowledge qualifications.

12,772. Does it apply to persons entering the profession, not persons at present engaged in teaching?—It would not apply to persons entering.

12,773. You make a difference in that respect then between persons now engaged in teaching and those who might come in under your suggested alterations?—I think we should certainly; those who come in under the two years' period might reasonably be expected to have knowledge qualifications, as it is much easier to get them now; but the training qualification is very difficult to get, because there are not many training colleges.

12,774. It is rather upon the training certificate that you would make the exception than on the whole mass of evidence as to fitness?—Yes.

12,775. (*To Mrs. Withiel.*) The Commission would be happy to hear any remarks which you have to make on this point?—I quite concur in Miss Lumby's views on this point.

12,776. (*To Miss Lumby.*) With regard then to (*b*) of the same recommendations, namely, "that both existing and future teachers should be "admitted to the register on producing such evidence of intellectual "acquirements and teaching capacity as might be required by the "council." Your association recommends that after the lapse of two years from the passing of this Act qualifications for registration should include certificates of knowledge and of teaching capacity?—That is, I think, only to make it consistent with our recommendation on (*a*).

12,777. (*Dr. Wormell.*) About the two years?—Yes, in consequence of our recommendation on (*a*), (*b*) would be altered.

(3.) QUALIFICATIONS.

12,778. (*Chairman.*) With regard to recommendation (3) of the Select Committee, namely, "That the qualifications for registration should "include evidence both of attainments and of teaching capacity," what have you to say?—This is the point I think that we were speaking of, our recommendation is that the words "teaching capacity" should for those registering within two years include the nature of their experience as well as their certificates, if any. They need not necessarily have certificates of training.

12,779. But you would insist upon their having a certificate of experience and efficiency?—Yes, they should have been teaching, and have completed two years.

12,780. (*Dr. Fairbairn.*) Not a certificate necessarily?—No; but evidence of some kind.

12,781. A record?—Yes; a record.

12,782. (*Chairman to Mrs. Withiel.*) Have you any remarks to make upon that point?—No. thank you.

(4. Additional Facilities required for Training.)

12,783. (*To Miss Lumby.*) Now as to recommendation (4), namely, "That with this object additional facilities are required for the training "of teachers in secondary schools," have you any remark to make?—We say "for the training of all teachers," private teachers as well as those in secondary schools.

12,784. The committee did not, I presume, consider the question of teachers in private families; but you desire that that consideration should be introduced?—Yes.

12,785. (*Dr. Fairbairn.*) Elementary school teachers also?—Yes.

12,786. (*Chairman.*) Elementary school teachers as well as teachers in private families?—Yes.

12,787. (*Mr. Sadler.*) And, to make it complete, would you put in university teachers as well?—Do you mean teachers in universities?

12,788. Yes?—We did not have much discussion upon the point, I think. (*Mrs. Withiel.*) Yes, that is included; that was pressed by our association. We wish all the profession to be on the register.

12,789. (*Mrs. Sidgwick.*) Teachers in public schools and private teachers?—Yes; right through.

12,790. (*Chairman to Miss Lumby.*) Have you any other remarks to make on recommendation (4)?—No.

(5.) Constitution of Registration Authority.

12,791. Then the fifth recommendation of the committee is "That any "educational council to be established for the furtherance of such regis- "tration should be composed of nominees of the State, representatives of "the universities and members elected by the teaching profession." What does your association wish to suggest with regard to this recommendation?—That the representation of the teaching profession should be so divided as to represent adequately each interest, secondary, elementary, and private.

12,792. How would you propose to divide them so as to represent their interests in the proper proportion?—Not having statistics on which to go we were unable to say in what proportion we would divide them; we thought that we must leave that to be settled for us, but that they should be fairly and adequately represented, each interest being considered apart.

12,793. According to the numbers, provided that you had the statistics, would you make the representation a proportionate one?—I should think so.

12,794. Would you divide them according to those teaching in secondary schools, those teaching in primary schools, and those teaching in private families?—Yes.

12,795. (*Mr. Lyttelton.*) And in private schools?—Yes.

12,796. (*Chairman.*) If you had the statistics, do you think that your association would undertake to draw up a scheme by which that could be adequately done?—I think it would not.

12,797. You do not think you could?—No, I do not think it would be so bold.

12,798. By whom would you advise such an arrangement to be made; would you leave it to the Government?—To the council or to the Government.

12,799. It would be a somewhat difficult task, would it not?—Yes, it would be a task of great difficulty.

12,800. Do you think that the solution is one that is possible?—I should imagine so. (*Mrs. Withiel.*) We think that the question could only arise

after a register had been obtained, and such representation would have to be based upon the register.

12,801. Then the educational council could not be established in your opinion until after the register had been properly formed?—We think there would be representation as suggested under the scheme that "four additional members of the council herein after referred to as "additional members shall be elected by the general body of registered "teachers at the expiration of three years"; some such suggestion as that.

12,802. You are quoting from what?—The revised bill of 1894.

12,803. Would you give the reference?—It is the Teachers Registration Bill.

12,804. In order that it may be down on the notes will you kindly give the exact reference?—The Teachers Registration Bill 1894, brought in by Mr. Macdonald, clause 6.

12,805. You think that that would be sufficient representation for the commencement, and you would then alter the composition of the council. Do I rightly understand that when the register is completed and you have been able to get the representation put on a proper footing, the number of the council would have to be altered?—Yes, increased.

TRAINING OF TEACHERS.

12,806. (*To Miss Lumby.*) Perhaps we had better take the next subject on your précis, namely, the training of teachers; your association, I believe, approves of a short course of special training for teachers under certain provisions or provisons?—Yes.

12,807. What are the chief of those provisons?—That training should not be taken as a substitute for a knowledge qualification, and therefore that no discouragement should be given to those who wish to prepare themselves for their career by a university course; that is to say, that the course of training should not be so long as to make it necessary for women to choose between a university course and a course of training.

12,808. What length of time do you propose for this special training?—Not more than a year for the actual training.

12,809. Less than a year?—If possible less than a year, but I am not certain that that would be possible, except in special cases, cases of special aptitude.

12,810. Under these circumstances your association thinks that there are certain objections to the scheme suggested by the revised Bill of 1894 for "probationers"?—Yes, the "probationers" do not meet with the approval of the association generally.

12,811. In what direction would the objection lie?—In the first place there seems to be no sufficient guarantee that these probationers would ever get any systematic training in teaching. I think the plan has been tried in Germany, and they have been obliged to alter the system of *Probejahr* because there was no guarantee for systematic training.

12,812. Are you acquainted with the system in vogue, or formerly in vogue, in Germany, to which you refer?—I have been informed of it.

12,813. Could you tell us what it was?—A year's work was done in some efficient school, and that was considered to be equivalent to training; but it was found not to be sufficient, and they have added to that now a year in a *Seminar*.

12,814. But in what way does the teaching in the *Seminar* differ from the practical teaching in a school?—The teaching in the *seminar* is a systematic training in practical work by watching the lessons given by others, and giving lessons under criticism themselves, and also includes instruction in the theory and history of education.

12,815. In psychology, and subjects of that kind?—Yes.

12,816. Is it not proposed that that should be done in England in the same way?—Not by these probationers, so far as we can see.

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12,817. The probationers are not to receive any systematic instruction then in the art of teaching?—There is no provision made for their doing so.

12,818. (*Mr. Lyttelton.*) Is it not the case that in Germany the first term of the *Probejahr* is devoted to looking on at other teachers, the second term to teaching under supervision, and the third term to teaching without supervision?—It was intended to be so; but I think it was found not to be carried out efficiently in a great number of schools because of the want of someone to superintend the training.

12,819. (*Mr. Sadler.*) What part of Germany are you referring to?—My informant came from Jena.

18,820. And the different parts of Germany differ in their regulations?—Yes, I believe so.

18,821. (*Dr. Wormell.*) Is it not also true that the period of probation has been sometimes extended; there is, after the training course, still a period of probation required, is there not?—Yes. The *Seminar* is not substituted for the *Probejahr*, it is added to it.

12,822. It is very much this: that the *Probejahr* has been divided into parts, and each part has been extended, so that the one term to which reference has been made has been expanded to 12 months, and the period of probation afterwards has been proportionately extended?—Yes, I believe so.

12,823. (*Chairman.*) Are there any other objections that occur to your association with regard to this matter, especially with regard to the time at which salaries could be earned?—To have these two years of probation as suggested would put off the time of earning a full salary; a woman who had taken a university course would spend two years more as a probationer; that would bring her to the age of about 25, and she could not afford it.

12,824. Does your association propose an alternative scheme in place of the probation scheme which you criticise?—We should prefer the year or less of definite training.

12,825. (*Dr. Fairbairn.*) What do you mean by training?—Systematic instruction in the theory and history of education, and exercise in the practical part of teaching under criticism.

12,826. You also consider, as I understand, that there is a need for scholarships?—Yes, as the preparation for the teaching profession would become much more expensive with the added year of training.

12,827. Do you agree with the opinion which we have had stated to us by other witnesses; that this whole question of the training of teachers is at present in what may be termed an experimental condition?—Certainly. I do not think that we have arrived at the ideal method.

12,828. And you think that the provision of scholarships would not interfere with any variation in the schemes which might be found hereafter to be necessary?—I think it would be quite possible to make the scholarships tenable at any school or college which was deemed efficient for training.

12,829. By whom, in your opinion, should the scholarships be given; are they to be scholarships given by the county council, or by the Imperial authorities, Queen's exhibitions under the Science and Art Department, or in what way?—We have not discussed the point, but I should think by some central body, by an educational body rather than by the county councils.

12,830. You would rather see them come from Imperial sources than from local sources?—Yes.

12,831. Do you think that you are expressing the opinion of your association in that respect?—(*Mrs. Withiel.*) We cannot express the opinion of the association, because the matter was not formally placed before them; but our impression would be that it would be a very

reasonable request to make that some of the technical education money spent by the county councils at present might certainly be given to this class of scholarship.

12,832. You are aware that the county councils are giving large sums in the form of scholarships with one object or another, but not for the training of teachers?—That is so.

12,833. And you think that a certain portion of that money might be properly given to the training of secondary teachers?—Quite fairly so.

12,834. Do you think it should be given to the training of persons who are entering into private schools, or how would you limit the scholarships?—I think, in the interest of education at large, that those teaching in private schools should be as well equipped as possible, that there should be no distinction made necessarily on that head.

12,835. Should there be any provision, in your opinion, with regard to inspection, if such State money, or any public money, were given to persons teaching in private schools?—I am only speaking for myself, not for the association, but I contemplated that these scholarships could only be held in schools that were under inspection, say, by the Educational Council.

12,836. And how would that affect the question of governesses in private institutions and private families?—They would have to take their training in schools. (*Miss Lumby.*) The scholarship would be only for the training period.

12,837. (*To Mrs. Withiel.*) With regard to future schemes for girls' public schools, what provision would you propose to make?—We think, at present, that the salaries paid to women teachers are very often wholly inadequate; they are not sufficient to maintain them in an efficient condition for doing their work in many cases, and they are in very few cases sufficient to enable them to provide for their old age.

12,838. You speak especially of the public schools, but not of the private schools?—We think it would be difficult to interfere in private schools; but we think that if interference were made in the case of schools which have public money allotted to them, the standard of salaries there given would have a beneficial effect on the whole scale.

12,839. And you think that the salaries paid should have some regard to the size of the school, the amount of the grant, or endowment, and the fees charged?—Yes; because in cases where there are fixed endowments the school will get, proportionately, a better salary fund when it is small; when the numbers in the school increase, and the staff has to be increased, there is but a fixed amount of endowment available for salaries, and that is insufficient, with the very small fees paid by the pupils.

12,840. (*To Miss Lumby.*) Would the scheme for probationers also need to be safeguarded in that respect?—Yes; for fear that too many should be taken into any one school at any given time, and the working of the school consequently become inefficient.

12,841. How would you safeguard it; by limiting the number, do I understand?—Yes; by only allowing a certain number of probationers in proportion to the permanent staff.

12,842. Who is to limit the number?—I think the educational council.

12,843. The central educational council is to limit the number of probationers taking part in any particular school?—In any endowed school.

12,844. Is that to be done all over the country by the educational council?—It should be a clause added to the schemes of such schools.

12,845. In all future schemes?—Yes; it should be added to the scheme. We think that the teaching would become much less efficient, that there would not be a sufficient number of teachers properly to instruct these probationers, even in such parts of the school curriculum as they might pick up in schools where there was no systematic training.

12,846. Do you propose that such schools should be recognised as efficient, if the regulations with regard to probationers are not complied with?—No; I think the teaching would hardly be efficient in them.

12,847. And if an adequate minimum salary is not forthcoming, what would you propose to be done then?—We suggest, as a means of keeping the minimum salaries at a proper rate, a more reasonable rate, that no school should be recognised as efficient for these training purposes that did not pay a certain minimum salary. Schools wishing to have the honour of being recognised as efficient for training and wishing to take probationers would have to pay a certain minimum salary.

12,848. Now I understand that in the opinion of your association the method of training should be as much varied as possible?—Yes.

12,849. And in what way would you test the efficiency of the method of training at work in any particular school?—There would have to be an examination.

12,850. By whom?—Such examinations in theory and practice as those at present existing, which are conducted by the universities, and which teachers being trained in any school would be required to pass.

12,851. I understand that this is with regard to the method of training carried out in the school?—Yes.

12,852. Who is to decide whether that method of training is a desirable one and an efficient one or not?—We think that as far as possible certain methods should be recognised by the Bill; that training in a school for instance recognised as efficient should count as equivalent to attendance at a training college, and the council would decide upon the efficiency of the school.

12,853. And that recognition would be made by whom?—By the council.

12,854. On the report of the university examiners?—Yes, I should imagine so.

12,855. Is your association in favour of day training colleges or of residential training colleges?—The association is in favour of the system of training by means of working in an efficient school as distinct from a training college. A training college does not find nearly so much favour in the eyes of the association as the system of work in the actua secondary school.

12,856. When you speak of a training college do you refer to the model of the existing training colleges for primary instruction?—No, for secondary teachers.

12,857. Which do you refer to?—Such as the Maria Grey Training College, and the one at Cambridge.

12,858. Then are we to understand that your association is or is not in favour of such institutions?—Not of making them compulsory; we do not wish to object to them in any other way, but we should object to forcing all teachers into them.

12,859. I understand then that you do not wish to make attendance at training colleges compulsory on persons entering the profession of teaching?—They must have some training.

12,860. But not in a training college?—Not in a training college of necessity; in a school rather than in a college.

12,861. Then that would be done by merely attending a school under inspection of some kind?—By being a student teacher at such a school under the mistress or master of method, and receiving proper instruction in the theory and practice of education. (*Mrs. Withiel.*) Our ground perhaps for objection to training colleges is that there is not sufficient variety of experience given to the students. We think that the way to deal with the difficulties which are to be met with in a school in maintenance of discipline, as well as in methods of teaching, is much better

learnt from the experience gained in an efficient school where students can hear good lessons. The students would have to be given the necessary instruction in the history of education, psychology, and so forth, while their practical training would be obtained in a school better than in a training college. Our association on this matter had a proposal before them which was offered by myself and which they rejected by one vote, and therefore I think I am justified in saying that a very large number of our association would like to see a grouping together of various schools within reasonable distances of one another which could be used as practising schools. The students should assemble at one central school to receive on certain days or at certain hours in the week their necessary course of instruction in history and psychology, and then be allowed to practise in different schools—passing from one to the other—to obtain a variety of experience in schools of various grades and in the different forms of the several schools.

12,862. (*To Miss Lumby.*) May I ask what is the number of assistant mistresses belonging to your association?—532, representing 100 schools.

12,863. Are those schools situated throughout the whole country?—Yes, from Northumberland to Cornwall.

12,864. In Scotland, as well, or only in England?—Only in England. I think we have no Scotch members.

12,865. Or Welsh?—No, there is not a branch in Wales.

12,866. (*Mr. Lyttelton.*) Do you represent proprietary schools and private schools as well as the ordinary secondary schools?—Not private schools; they are all public schools; endowed, proprietary, or the ordinary high school.

12,867. And you have no primary school teachers?—No primary school teachers.

12,868. (*Chairman.*) Are there any mixed schools, or are they entirely girls' schools?—Entirely girls' schools.

12,869. Have you any other remark to make upon this particular point of the training of teachers?—No, I think not.

EXAMINATION AND INSPECTION.

12,870. Then we pass on to the special points. With regard to the central council, you do not wish to see it instituted for examination purposes?—No, we should much prefer that bodies already experienced in examination, such as the universities, should conduct our examinations with the control and sanction of the council.

12,871. In what way are the examinations to be conducted, in your opinion?—Much as they are conducted at present by the University of Cambridge.

12,872. Is there to be, according to your view, any system of inspection as well as examination?—I think there might very well be. A great number of our association, I believe, would be in favour of such a system.

12,873. Has your association considered that important question of inspection?—I believe that a great many of them are in favour of inspection.

12,874. But you do not bring up any statement, I see, with regard to that?—No, because we did not take any vote upon it at our special meeting.

12,875. Is it not, however, quite as important that a definite system of inspection for secondary schools should be adopted as that an examination system should be set on foot?—I think so.

12,876. How is it then that your association has not considered that point? (*Mrs. Withiel.*) Many of us belonging to the association, are in schools which have a definite system of inspection, and assumed it as an established requirement.

12,877. By whom?—By persons appointed by the governing bodies.

12,878. (*Lady Frederick Cavendish.*) You are speaking of the Girls' Public Day Schools?—Yes, those of us who are under the Girls' Public Day Schools Company do submit to inspection regularly.

12,879. (*Chairman.*) But there are a great number of girls' secondary schools, are there not, in which there is no inspection whatever? I mean with regard to sanitary arrangements, fitness of localities, and so forth?—Yes.

12,880. Does not it appear to you that that is a very important matter?—We do think so.

12,881. (*To Miss Lumby.*) In your opinion, by whom should such inspection be carried out, by the universities?—No, by inspectors under the Educational Council.

12,882. Then it would be, as it were, an examining body examining into the sanitary and other conditions of the schools?—Yes, an inspecting body; but not a body conducting examinations in the theory and practice of education as well.

12,883. (*Mr. Yoxall.*) For teachers?—Yes.

12,884. (*Chairman.*) What have you to say with regard to the amount of the fee for registration?—That it should be as small as possible, in the interests of everyone; but we thought that we could not settle the amount.

12,885. Does 10*s.* seem to you an exorbitant sum to require?—No.

12,886. You are aware that that is the sum already suggested?—Yes.

12,887. (*Mr. Yoxall.*) At first, only, do you mean?—Yes.

12,888. (*Chairman.*) Only to begin with?—Yes, and afterwards it should rise.

12,889. With regard to the suggestions in the Bill made by my friend Mr. Macdonald, do those suggestions or proposals meet with your concurrence?—Will you kindly refer me to the clause?

12,890. It is clause 28?—Yes. (*Mrs. Withiel.*) Our association passed a vote that the fee should if possible be at first one guinea, and then not exceed two guineas after the lapse of the two years period; but we desire that it should be lower than that if it would be sufficient to cover the necessary expenses. (*Miss Lumby.*) I think our figures were taken from the Bill of 1891.

12,891. Are those figures higher or lower than the proposal in the Bill of this year?—At the time that our vote was taken we took the figures from the Bill of 1891, where they were higher, and this Bill has lowered them considerably. This one seems to be very reasonable.

12,892. It is not a matter of very great consequence, then?—No, but the fee ought not to be very high. 5*l.* is a serious matter to a great many girls beginning to teach, especially if they have already had fees to pay for examinations—considerable fees in many cases.

12,893. You would like to see the fees for examination probably made as low as possible?—Not if it means inefficient examiners.

12,894. No, providing that the examination is efficient?—Yes.

PROVISION OF SECONDARY SCHOOLS.

12,895. Now there is one point of considerable importance upon which the Commission would be glad to hear the views of your association, namely, with regard to the establishment of schools in localities where there is not at the present time a sufficient number of schools of a secondary character; do you consider that it is desirable that such schools should be provided?—If the locality requires them, certainly.

12,896. By whom are those schools to be provided?—I should suggest, as under this Bill, by the county councils or such bodies, with moneys raised by councils appointed under this Bill—not necessarily county councils

12,897. Is the money to be provided by the county councils to be obtained from the money now appropriated for so-called technical education, or from special rates for the purpose; have you gone into that question?—That we did not consider.

12,898. You do not give any opinion upon that point?—No.

12,899. But I understand that you desire to see schools of every type founded according to the local needs?—Yes, where they are needed, but without prejudice to any schools already existing.

12,900. Then who, in your opinion, is to determine whether those local needs exist?—(*Mrs. Withiel.*) The association, of course, cannot speak on this point; we have not considered it; but many of us think that it should be a matter for some local body, such as the county council or the town authority in the case of a town, and that the sanction of the central council should be obtained.

12,901. (*To Miss Lumby.*) But where efficient schools of the same type exist, whether public or private, you consider that such new schools should not be established?—Just so.

12,902. And the local authority is to be the judge as to whether that is the case or not?—Under the control of the Government.

12,903. Under the control of the central council?—Yes.

12,904. Would you give the central council a veto on the question?—Yes.

12,905. There is a very important suggestion which you make at the end of your paper, namely, "That in the constitution of the central and "other councils, words implying the masculine gender shall be held to "include the feminine also"?—Yes, we think that women should be more largely represented than is allowed by this last Bill.

12,906. Is it not already the general rule in Acts of Parliament that the word "person" implies both male and female?—(*Mrs. Withiel.*) In the county councils a difficulty has arisen, and we think it might occur again, unless it is duly provided against.

DISMISSAL OF ASSISTANT TEACHER.

12,907. Have you any other general matters to bring before the Commissioners respecting the position of the assistant mistresses besides those put down on your paper, which you desire to put forward? For example, we have had the question of dismissal of assistant masters and mistresses by the head master or mistress of schools discussed; have you any remarks to make on that question?—We have considered that in our association. Some years back the question arose and it had much consideration, but never reached any formal resolution. We think that in any scheme for the government of any school there should be a proviso that there should be a right of appeal to the governing body in the case of dismissal by the headmistress; in fact that the headmistress should have to apply to the governing body before giving notice of dismissal.

12,908. Is that not practically the case already?—In certain cases.

12,909. (*To Miss Lumby.*) Do you know of any case of the headmistress of a school who has the power of dismissing in her own hands?—Yes.

12,910. It is so?—Yes. (*Mrs. Withiel.*) There are very few, but it is so.

12,911. (*To Miss Lumby.*) It is not at all common, I believe?—No, it is not common.

12,912. (*To Mrs. Withiel.*) In the case of girls' high schools it is not so, I think?—In the case of the Girls' Public Day School Company the power does not rest with the headmistress; there is a right of appeal.

12,913. (*Lady Frederick Cavendish.*) It is a little more than that, is it not; it is what you said before, that the headmistress must refer to the governing body before taking any step?—Yes.

12,914. (*Chairman.*) You desire that that rule should be made general?—Certainly. It is not so in one or two cases. I collected statistics and found that it was not so.

12,915. (*Dr. Fairbairn.*) In the cases where it does not hold, are the schools private or proprietary?—I only collected the statistics from proprietary or endowed schools.

12,916. And do the statistics refer to the proprietary or endowed schools?—I cannot at the moment say; there are very few instances of it at all.

12,917. (*Lady Frederick Cavendish to Miss Lumby.*) With regard to registration, I was not here at the beginning of your evidence, but I should like to know whether, before teachers are to be entered on the register, you would not take some guarantee that they were employed in efficient schools?—Yes, I think we state afterwards that the schools should be recognised as efficient.

12,918. As to the fourfold classification of, I think, elementary schools, secondary schools, private schools, and private families; if people were to be proportionately represented, however you managed it, would it not lead to the swamping of all the rest by the elementary school element?—Yes; in that, of course, there would have to be proportional representation.

12,919. That is my point; that the proportional representation would lead to such odd results.

12,920. (*Mr. Cockburn.*) Do you mean that each classification of teachers is to have a proportionate number of teachers on the council?—We did not go into that point exactly. Our vote merely stated that we desired that each different interest should be adequately represented, and we left it to the council to settle what that adequate representation would be: we could not go into the details of the matter then.

12,921. (*Lady Frederick Cavendish.*) Now, with regard to training, do I rightly understand you to think that the existing training colleges do not really impart knowledge at all, that they only impart method and discipline?—I think the existing training colleges limit themselves, as a rule, to the actual technical training in education.

12,922. Then, as regards the method of grouping, which I think you said was thrown out by only one vote, do you think it would ensure some imparting of knowledge, as well as of management and discipline?—I think a knowledge qualification is required now before a student may go in for the teachers' training examination. In that grouping of schools students would be trained under a central mistress or master of method, and they would be required to have passed some examination before they began their training as at present.

12,923. There is one question that I want to ask you. Neither lady, I think, knows much of the Home Education Society?—No.

12,924. I wanted to know whether you would include in the word "schools," as places where people could qualify to be entered on the register, thoroughly excellent day classes held on a small scale by well-qualified teachers. They do exist, and I should think a teacher could get very good training there. Would it do to include them under the word "schools"?—If the training given there were efficient I should think they might be included.

12,925. And upon the last point, about the local authorities, would you not fear strong local bias, where local interests were concerned, in the matter of filling up deficiencies?—That is, of course, always to be feared in putting anything into the hands of local bodies; therefore, I think it would need very careful control from a central body.

12,926. (*Mrs. Sidgwick.*) It is not quite clear to me what your plan about putting the existing teachers on the register is. Do you wish every person who is teaching at the time that the Registration Act comes into force to be put on the register?—Yes.

12,927. Whatever their qualification?—Yes.

12,928. And that applies both to qualifications in training and to qualifications as to knowledge?—Yes.

12,929. Any person who is teaching when the Act comes into force would go on the register?—Yes, I think I am right in saying that that was the wish of our association.

12,930. Everybody who is teaching?—Yes.

12,931. (*Lady Frederick Cavendish.*) Whether in an efficient school or no?—Yes, at the beginning, at the passing of the Act. (*Mrs. Withiel.*) We thought that our columns would be a sort of of safeguard; that if the school or the nature of the experience was placed in that column attached to the name of the person put on the register, there would be no difficulty in discriminating between those who are really efficient and those who are not. (*Miss Lumby.*) And then, also, the suggestion of the date was made in order that it might be seen who went on simply because he or she was teaching at that moment, and who went on with proper qualifications. A note might be put at the beginning of the index that all teachers after a certain date are fully qualified, but that before that date they may or may not have been, and the nature of the qualification would be stated in all cases.

12,932. (*Mrs. Sidgwick.*) The object being simplification, merely?—Yes.

12,933. Did I rightly understand that your association objects to the system of probationers as a method of training altogether?—It does not look with much favour upon it, unless it be extremely carefully safeguarded.

12,934. But it does not wish that it should be excluded from recognised systems of training?—We came to no vote that it should be excluded, but we should prefer the student teacher system.

12,935. The student teacher system, you think, answers well?—Yes, teaching for a certain period in an efficient school, under one form mistress, for a time, certainly, and then perhaps under another, so as to get a change of experience.

12,936. Do you mean by a student teacher a person who is at the same time carrying on her own education at the school?—No, a person preparing solely to qualify as a complete teacher.

12,937. I think that the term "student teacher" is sometimes used for a pupil in an upper form who is at the same time helping in the teaching?—Yes; but we desire that such help in teaching should only be of the nature required to give her the experience necessary to pass her examination; that she should not be considered to be on the staff in any way.

12,938. That, I understand; but you have no objection to her carrying on her own education in the school at the same time?—Yes; the only education she may be carrying on is that in the theory of education; she may be reading psychology and doing other work for her teaching examination, and doing such teaching as is required. I believe that at least six hours a week is required by the regulations of the Cambridge training examination, and that would be the teaching she was doing.

12,939. What you mean by a student teacher is a person receiving her training by being attached to a particular school at which there should be a mistress of method?—Yes.

12,940. (*Mrs. Bryant.*) Do you intend that the student teacher should pay a fee similar to the fee at a training college?—Yes.

12,941. Then, a probationer is a person receiving a low salary, because of her present inefficiency?—Yes.

12,942. And, I understand, as you stated it originally, that part of the objection to the scheme of probationers is that it is liable to abuse in the introduction to the profession of a large number of persons who are inefficient, at a low salary?—Yes.

12,943. Which is, of course, bad for the teachers and bad also for the pupils?—Yes.

12,944. (*To Mrs. Withiel.*) About the question of salaries: I thought that possibly you might be able to give us some more facts showing how very inadequate the salaries are, and the kind of school in which they are inadequate?—All my experience comes entirely from schools under our own association, either endowed or proprietary, therefore; and this is a matter in which very great jealousy is observed, and it is very difficult to get knowledge other than from personal friends. I have no knowledge except from my own friends or friends of friends.

12,945. Perhaps you can state one or two examples?—Yes, I can do so, certainly. I know of one case, personally, and another through a friend, of salaries of 60*l.* a year, in which the mistress getting that pay has obtained a certificate in the Cambridge Higher Local; in one case, she is said to be conspicuously a good disciplinarian, and, in the other case, she had had two years' experience before she took this salary of 60*l.* a year.

12,946. Is that in a low fee'd school or a high fee'd school?—One case does occur where the fees are low—lower than those of the Girls' Public Day School Company—about 10*l.* a year, and the other one about 12*l.* a year.

12,947. Then perhaps you can tell us whether, in those cases of low salaries, the teacher does really live on her salary, or whether it does not involve her being assisted by her parents and friends?—A woman cannot live in London on 60*l.* a year. (*Miss Lumby.*) She cannot do so in Cheltenham.

12,948. (*Lady Frederick Cavendish to Mrs. Withiel.*) You mean she cannot get lodging for that?—She cannot get lodging and food and pay other small expenses, clothing excluded, on 60*l.* in London.

12,949. (*Mrs. Bryant.*) Then I suppose it comes to this, that there are a great number of young women in the teaching profession receiving assistance from home, and therefore enabled to take these low salaries?—Yes.

12,950. And that is one of the causes in operation to make the salaries lower than they would otherwise be—to bring them down lower than they otherwise could be?—There are salaries of 35*l.* and 40*l.* a year given.

12,951. Non-resident?—Yes, given to persons who will come under the title of probationers; but then those salaries of 40*l.* and 35*l.* a year are not only paid during the probationary year—but they go on; there are salaries under 60*l.* that go on for more than one year.

12,952. Are those persons teachers?—Yes. I have one case where 45*l.* a year was offered to a woman who had the higher local and the Cambridge training certificate, too, and had a very small experience besides—say a term or so.

12,953. Then, as I take it, your suggestion amounts to this, that it should be the business of some public authority to see that the financial scheme of the school was sound in this matter of salaries?—Yes; where public money is concerned it could be done, we think.

12,954. That the inspection of the school should in fact extend to the salaries of the teachers?—Yes.

12,955. And that would be in the interest, not only of the teachers, but also of the efficiency of the school?—It is obviously impossible to have an efficient school taught by persons of the probationers' class.

12,956. (*Lady Frederick Cavendish.*) Do you think that, by any method whatever, you could prevent a clever girl from taking 35*l.* or 40*l.* a year, if she had all her expenses found at home; I do not see how you could exclude a clever girl who has had a good education, and was a tolerably well-to-do woman, and yet might be glad of the 30*l.* or 40*l.*?—If she is efficient she ought to be paid at the rate of an efficient teacher.

12,957. But if she is willing to take less, we come to that difficulty at once?—Yes, and therefore you cannot interfere, I think, in private schools.

12,958. (*Mrs. Bryant.*) I should like to know the opinion of your association on the subject of fees, especially in the first grade schools; whether this difficulty of salaries might not be met, in the first place especially, by higher fees?—It seems very difficult; there might be in certain cases, perhaps, a very trifling increase, but not in many cases.

12,959. You think the fees could not be raised?—I do.

12,960. Not in the wealthy neighbourhoods?—In some few cases they might be.

12,961. On the ground that the higher fee would enable better pay to be given to the teachers, and that that would imply a more efficient kind of teaching?—It certainly, I think, does so. We clearly see that the efficient schools in educational results are those where the staff is a fairly permanent one and a fairly well paid one. There is a close connexion.

12,962. But you have not, as a matter of fact, recommended raising the fees to any large extent?—No. (*Miss Lumby.*) We did not feel that we could.

12,963. With regard to the question of dismissal of assistant mistresses; I want just to ask whether those few cases where the headmistress is absolute and has the power of dismissal, do happen, as a matter of fact, to be cases in which friction has occurred?—Not to my knowledge. (*Mrs. Withiel.*) I collected statistics on that point and I found no openly acknowledged case of friction, probably because resistance would be useless where the headmistress is absolute. I found evidence of friction in other cases, where appeal was possible.

12,964. So that the question which has arisen among the assistant masters has not arisen in that form at all amongst assistant mistresses?—We have no experience of assistant masters, but I imagine not.

12,965. (*Dr. Fairbairn to Miss Lumby.*) How would you propose to have the temporary list revised?—The council should do that by means of its registrar.

12,966. I mean the list of registered teachers; how would the revision, especially of the temporary list, the original primary list of all teachers, be effected?—We contemplate nothing but a permanent list.

12,967. (*To Miss Lumby.*) But you propose in the first instance to include all acting teachers?—Yes.

12,968. How do you propose to revise it—the number of persons falling out every year must be very considerable?—We have not gone into that question. (*Mrs. Withiel.*) We thought that the registrar appointed by the council would easily devise some method of renewing the register each year. (*Miss Lumby.*) He would ask for a report from the schools.

12,969. Then you propose after a certain period to make the question of qualification, or attainment, or a degree, the condition of admission?—A certain knowledge qualification, and after the two years a training qualification also of some kind.

12,970. In that case you admit to your list all duly qualified persons?—After the two years.

12,971. But you propose to divide them into classes for voting purposes?—For voting purposes.

12,972. Then you introduce, as it were, a play, do you not, of principle; you admit on the ground of qualification, you classify on the ground of schools?—Yes, because although your qualification may be the same, the interests of the schools in which you are employed and the kind of work that you may be engaged in may be different.

12,973. But is not the interest of education, as education, one?—I think there are various aspects; it is one in the whole, but certainly there are various aspects of it.

12,974. How could you have the governesses, for example, represented?—There would be representatives for private teachers.

12,975. You put governesses on the same basis as private schoolmistresses?—I think so. (*Mrs. Withiel.*) We thought that all would be included on the register, and therefore all would be represented.

12,976. (*To Miss Lumby.*) But represented not as on the register, but as in schools?—As in schools.

12,977. Or out of them?—Yes.

12,978. Now, as to training; you consider a university course, or an equivalent, a necessary preparation to a training college?—There must be some knowledge qualification definitely acquired before the training begins.

12,979. Your objection to a training college is based largely on the existing colleges, is it?—No, that would be too much to say; but the existing colleges have not existed very long, and we feel that it would be a pity to stereotype the present colleges by legislation, and so prevent the development of further and other methods which may be as good, or even better.

12,980. You think that the training college may be made a very great professional school, do you?—Yes.

12,981. For example, you speak of the history of education; do you think that any single person could deal with that?—Do you mean adequately, or only in part?

12,982. As a preparatory discipline for the teachers?—You have to do the best you can.

12,983. If you were constructing an ideal college, how many people would you give the history of education to?—Do you mean how many people would you instruct in the history of education?

12,984. No; how many people would you employ to deal with the history of education?—It would depend upon the number of people that you had to train in teaching.

12,985. But you do not think that the history of education is so small a subject that one person could deal with it?—One person does deal with it, as it is at present required for the training qualification.

12,986. We are speaking about an ideal college. Would you not, then, have a branch dealing with comparative history and methods, or the methods of various countries?—It would certainly be very desirable.

12,987. Then you would include psychology?—Yes.

12,988. But psychology without an underlaying philosophy is not of any value, is it?—This is going beyond the practical.

12,989. Then you could not have psychology without the ethics of teaching, could you?—No.

12,990. Now, perhaps on the basis of what has been said, I may ask you whether you think that the mistress of method in a school, or in a series of schools grouped together, would be adequate to train in the theory and history of teaching?—I should think that, relatively speaking, you might say so. Our idea in preferring training in the school to training at a training college was, that in the school students get more real experience of the kind of work that they will have to do afterwards, and that the training college more divorces them from practice in that work, and, therefore, is not quite so practical a preparation.

12,991. Supposing that a person goes from a training college where there has been an adequate discussion of the history and theory of education into a school where practice is given, will not that person

be more able to profit by it?—Possibly; but we did not object to the training colleges so much, as that we asked that attendance at a training college should not be compulsory; that those who were in any way prevented from attending a training college, or who preferred to take their training in a secondary school, for some reason or other, might be allowed to do so, and not be forced to take the training college course.

12,992. (*Mr. Cockburn.*) Could you oblige me by saying what advantages trained assistant teachers receive to-day in secondary schools over those who have had no training at all. I mean either in salary, or in the chance of superior appointments; do they receive any substantial advantage in any way?—There is a growing desire among headmistresses, as far as I know, to have their teachers trained before they appoint them. They ask for training. (*Mrs. Withiel.*) Yes, that is so. (*Miss Lumby.*) I think that a trained teacher has a better chance now of obtaining a good appointment in girls' schools than an untrained one.

12,993. And at a better salary?—Yes.

12,994. Then it really is made substantially worth the while of girls to-day to go in for training rather than attempt to get appointments without the trouble and expense of training?—Yes, in many cases.

12,995. Do you consider that there is a sufficiency of training college accommodation for assistant teachers?—No, nothing like it.

12,996. Has your association any views as to how more of them should be established?—We did not go into details about it; but as the demand generally creates the supply, we suppose that if training were required training colleges would soon come, and with sufficient students would support themselves, for the students would pay for their training.

12,997. Is it to be left to private enterprise, or, in your view, should the Government take it in hand?—We did not take any vote upon it at all.

12,998. Then, as an alternative to training-college training, you rather favoured, I understand, a kind of student-teacher system?—Yes.

12,999. Are you sufficiently well informed to know what the attitude of headmistresses would be to that system?—I am very well used to the student teachers at Cheltenham, where my work lies, and there of course they are welcomed.

13,000. You are only able to speak of that one college?—Yes, personally.

13,001. Do you know at all what the feeling of headmistresses generally would be with regard to this question of taking into their schools student teachers?—I think the headmistresses generally prefer the training-college system. (*Mrs. Withiel.*) Yes, they would do so.

13,002. (*To Miss Lumby.*) Then I may take your answer generally to be that headmistresses do not favour student teachers?—Yes. (*Mrs. Withiel.*) I think it is that they do not wish to have their girls experimented upon. (*Miss Lumby.*) I think many of them regard the student-teacher plan as a good one, even though they may not wish to undertake the responsibility of having student teachers themselves.

13,003. (*To Mrs. Withiel.*) Will it not be necessary to convert the headmistresses before your scheme will operate?—Several of them would not object; they would not love it, but they would consent to do it. If the matter were represented to them by their governing bodies, they would consent.

13,004. (*To Miss Lumby.*) Then if we are to have secondary school teachers trained, we must either convert the opposing headmistresses of to-day or set up training colleges?—Yes, but not all the secondary schools now existing would serve as good training grounds; it would only be the really good schools which could be regarded as efficient for that purpose.

13,005. Is it the view of your association that the student teachers should pay a fee or be paid?—They should pay a fee like any other student.

13,006. Have you any idea what the fee should be?—I have no information upon that point at all. I know only the fees at Cheltenham.

13,007. But you do speak of scholarships for teachers in training colleges. What proportion of teachers are to pay their own fees and what proportion are to be paid by scholarships, and what are to be the conditions of those scholarships?—All these things will have to settled possibly by the results of other examinations. Persons who have distinguished themselves in examinations and are *bonâ fide* intending to be teachers should be rewarded by some such scholarships to help them in their training. (*Mrs. Withiel.*) We have contemplated that a fee between 20*l.* and 30*l.* a year might be possible for training a teacher.

13,008. In the training college do you mean?—No, in the grouping of schools.

13,009. That is the student-teacher plan?—Yes.

13,010. You have been asked by Mrs. Bryant as to your view about salaries, which is a question I was going to put to you. You have evidently considered the question, because I see that in your remarks on the training of teachers you speak of "adequate minimum salaries." Has your association formed any opinion what the adequate minimum salaries should be?—We think that the initial salary should be 80*l.* a year for a woman without a degree. She can support life on 80*l.* for a year, and that should be the minimum.

13,011. For London and the country?—(*Miss Lumby.*) Yes, and it should rise at the end of the year. (*Mrs. Withiel.*) And for those with a degree the initial salary should be 100*l.*

13,012. (*To Miss Lumby.*) I understand that you represent entirely girls schools?—Yes.

13,013. Have you no views to give the Commission with regard to what you think of co-education?—No, we have not discussed that point, I think, at all.

13,014. You do not wish to express any opinion upon that point?—No.

13,015. (*To Mrs. Withiel.*) Among your special points I notice that you talk of local needs; what do you mean by that? Are the local needs to be a place for every child in the district, or a sufficient number of places at a given fee; or what do you mean?—I think we meant that there should be, within a reasonable distance, a place for every child. (*Miss Lumby.*) So that they could be educated without the necessity of being away from home.

13,016. (*To Mrs. Withiel.*) Let me put my difficulty to you a little plainer. Supposing that in a given area there is a sufficient number of places for all the children, in that area those places of course would consist of schools of various degrees, expensive schools, and much more moderate schools; now supposing that it comes to be felt in that neighbourhood that while there is a school place for every child there is still not a sufficiency of lower-fee'd schools, and a desire is felt to increase them, that would be at the expense, would it not, of the existing higher-fee'd schools?—If the same education were given in both, yes.

13,017. (*To Miss Lumby.*) Would such a state of things be, in your view, objectionable, and to be prevented?—Certainly.

13,018. Then an increase of lower-fee'd schools would not be permitted by the central council in such a case?—Not if it meant establishing another school of the same type and giving the same education as the existing school at the higher fee.

13,019. (*Mr. Sadler.*) Following that question, I suppose you would not count as being amongst the effective school supply of the district any school which was not open to children of all ranks of society?—No, I should think not.

13,020. Referring to Mrs. Sidgwick's question, am I right in thinking that your association wishes not to exclude from the register a number of

excellent teachers who have not got the qualifications that one would naturally expect from the younger generation, because the latter have had better opportunities?—Yes, some of the best teachers whom I personally have known have not had these exceptional qualifications.

13,021. And you think that this category of teachers who are really efficient, but not technically qualified, will tend to disappear as the facilities for training and education become more widely increased?—Yes.

13,022. In fact you want to get the sympathy of the teaching profession on the side of registration?—Yes.

13,023. And therefore you think it extremely important to avoid any risk of making a grievance?—Yes.

13,024. With regard to Dr. Fairbairn's questions, would it not be possible to supplement the work of your mistress of method by occasional courses on educational topics by travelling lecturers?—Yes, it would be very desirable, I think.

13,025. Has your association formulated any scheme for a syllabus of a year's training, based on your practical experiments of actual need?—No scheme; the nearest thing to it was the suggestion in Mrs. Withiel's resolution, which was lost, that the training should be for a year in an efficient school, one term under one form mistress, and the next under another as far as possible.

13,026. That is already on the notes?—Yes.

13,027. Can you suggest any means by which those who are at present engaged as teachers might have an opportunity of getting some insight into educational science?—Arrangements might be made in the case of schools grouped together to allow teachers who are already teaching to attend classes held by a mistress of method, or to hear those special lectures that you speak of. For, instance, when first systematic training was undertaken at Cheltenham, a great many of the staff who had then for years been already employed in teaching attended the lessons of the mistress of method on psychology, and went through the entire course, without taking the examination, but for their own help and better instruction.

13,028. Would you have scholarships available for such teachers so that they might get relief from their present duties?—We have not gone into that.

13,029. How far do you think it is true, as we sometimes hear it said, that a number of girls' schools in England financially depend on a succession of young women teachers at low salaries?—I cannot say how far, but I am afraid it is only too frequently the case that these young teachers are taken at low salaries, and then as soon as they require a higher one they have to go elsewhere.

13,030. Then the question of what is to become of women teachers as they grow old becomes increasingly serious, does it not?—Yes.

13,031. Would you therefore think that a provision for pensions should be included in all schemes for schools?—We have not undertaken that; but we think that certainly such salaries should be paid as would allow of provision for old age.

13,032. (*To Mrs. Withiel.*) Might I ask what your association consider to be the fair average cost per head of Secondary Education if a proper allowance is made for salaries?—We think it must depend on the size of the school. If the school is to be for 100 children, and not much over 100, the fees paid must certainly be over 13*l.*

13,033. We have had put before us an estimate of 10*l.* or 10 guineas a head. Does your association think that that makes too small an allowance for salaries?—In a school of 100 certainly. For a school of not less than 200 it is possible to manage for a little over 10*l.*

13,034. (*Mr. Cockburn.*) Are you giving us your association's figures now?—A sub-committee of the association has investigated the point, and these are the figures laid before them.

13,035. It is not a speculative answer?—No.

13,036. (*Mr. Sadler to Miss Lumby.*) Have you noticed that assistant teachers from high schools and endowed schools are now starting private schools on their own account?—Yes, I know of several instances.

13,037. Has that been an increasing tendency, do you think?—That I could hardly say, but it has occurred. (*Mrs. Withiel.*) I do not think there has been time sufficient to answer that question. The establishment of high schools for girls dates back about 20 years, and one cannot say that much increase has taken place.

13,038. (*To Miss Lumby.*) Is it within your power to answer this question, whether the private schools for girls are really from an educational point of view discharging an important part in our English system of instruction?—Some are discharging an exceedingly important part. I think some private schools are doing exceedingly good work.

13,039. And that private school teachers are being recruited by teachers trained in our best schools?—Yes, in many cases.

13,040. (*Dr. Fairbairn to Mrs. Withiel.*) You said that you had a committee that has examined into this question of salaries?—Yes.

13,041. Are you able to give us the fruits of their work at all?—That committee has not reported yet; it is at present sitting. A certain number of statistics have been gone into, but no conclusion as yet has been arrived at.

13,042. (*Mrs. Bryant.*) Have you not a scheme showing how schools of different sizes may be financed?—Yes, that is ready.

13,043. It might be worth while to give us that?—I have not the figures with me.

13,044–45. Could you send them?—I could send them. *See* Appendix No. 2.

13,046. (*Dean of Manchester.*) When will the report of the sub-committee be in, do you think?—I do not know.

13,047. We might have it, perhaps?—I hardly think before next year; probably the early part of next year.

13,048. (*Mr. Yoxall to Miss Lumby.*) You lay special stress upon the need to limit the number of probationers, do you not?—Yes.

13,049. Are you aware that the Education Department has had to place a limit upon the number of pupil-teachers, or probationers, in elementary schools?—Yes.

13,050. And you think that for a similar reason the central authority would have to place a limit upon the number of probationers in secondary schools?—Yes.

13,051. With regard to the constitution of the local authority, I presume you are anxious to secure that there should be a representation of teachers or those who have been teachers on the local authority?—Yes, certainly, we think it very important that people actually acquainted with education should have a voice in the matter.

13,052. You propose to differentiate between teachers employed in various classes of schools upon the register; would you differentiate in the voting between head teachers and assistant teachers?—I think it is proposed to give a separate representation to headmasters and mistresses, but our association has merely said that all secondary teachers should come in, without discriminating.

13,053. You do not propose then to differentiate in that way?—We do not.

13,054. I presume the salaries you have given, both the minimum salary obtained, and the higher salaries that you have adverted to, are not in any case in addition to board and residence?—No, they are paid to non-resident teachers.

13,055. (*Dr. Wormell to Mrs. Withiel.*) I have a few questions to ask as to this council which you contemplate; as I understand, it is one specially formed for registration, is it not?—We did not contemplate that solely; we thought that registration would be one of its functions.

13,056. What other functions do you think it would fulfil?—We think that it might have the position of a court of appeal really in the case suggested, as to whether new schools should be established in certain localities, and that it might be a sort of reconciliation board in the cases where there are two rival schools both damaging one another, and both providing the same type of education.

13,057. Then, for the organisation of Secondary Education, do you think that that council is sufficient?—Yes, I think so.

13,058, Without any other branch to complete the Department of Secondary Education?—Our association has not passed any resolution on the point.

13,059. You speak of the framing of the schemes. The Charity Commissioners would frame the schemes, would they not?—Certainly.

13,060. And the schools then that would be selected as practising schools, or training schools, would be under two bodies; is that so?—They would have to be sanctioned by the central council.

13,061. And after their sanction by the central council as training schools, they would be supervised by that council?—They would be inspected certainly as we contemplate.

13,062. You know that the Charity Commissioners also have the power, which they exercise, of appointing inspectors for schools?—Yes.

13,063. Would there be a divided authority there?—We imagine that the functions of the Charity Commissioners would not clash with those of the central council, and that there would be harmony between those bodies.

13,064. Could you tell us what is the highest salary obtained by the members of your association?—Yes. I myself had a salary of 250*l.* a year, and I know of two other cases where that amount was obtained; but that was the highest I have ever heard of.

13,065. How many do you think obtained 250*l.* a year?—I think we three formed the sole three, but I do not know.

13,066. Have you any notion what the average salary of members of your association is?—It would be very difficult to say. (*Miss Lumby.*) There are a few cases of salaries of that amount, 250*l.* a year, within my knowledge.

13,067. (*Mrs. Bryant.*) I think there are cases of 300*l.* a year also, and one or two higher still?—They are rare.

13,068. (*Mr. Lyttelton to Mrs. Withiel.*) Should you say that there is a tendency of salaries to rise at all now?—On the contrary, they have fallen distinctly.

13,069. Lately?—Within the last 10 years.

13,070. Is that due, do you think, partly to the increased numbers of women ready to teach?—Yes, we think so.

13,071. That is the principal reason?—We think so.

13,072. (*Dean of Manchester to Mrs. Withiel.*) Just one single question: When you spoke about 10*l.* being the average cost of a pupil, did you estimate that upon the basis of the low salaries that you have spoken of, or upon an increase of salaries?—I mentioned that a school contemplated for 200 pupils could be worked with fair salaries for a fee of something slightly over 10*l.* per pupil.

13,073. On the basis of what salary, the low salaries?—No, fair salaries, where the minimum initial salary would be 80*l.*

13,074. (*Chairman.*) Is there any other matter or subject that you would like to bring before the Commission?—I think not, thank you.

The witnesses withdrew.

Mr. Charles Martin and Mr. John Montgomery called in and examined.

13,075. (*Chairman to Mr. Martin.*) You and Mr. Montgomery are representatives of the Association of Assistant Masters?—Of assistant masters.

13,076. What post do you occupy?—I am treasurer of the association.

13,077. And what school are you connected with?—Ellis's School, Gospel Oak.

13,078. (*To Mr. Montgomery.*) What position do you hold?—I am honorary secretary of the association.

13,079. And a teacher in what school?—Parmiter's School, Victoria Park.

13,080. It is the desire of the Commission to take the subject marked B. on your paper first. You are prepared, I understand, to express the views of your association on the question of the administration of secondary schools under schemes of the Charity Commissioners?—Yes.

13,081. (*To Mr. Martin.*) If you wish to make any remarks in the course of the examination of Mr. Montgomery of course you will be at liberty to do so; but I see that Mr. Montgomery is the gentleman charged with that particular part of the evidence?—That is so.

13,082. (*To Mr. Montgomery.*) First of all may I ask how many assistant teachers belong to your association?—460.

13,083. Are they all teachers in endowed schools or in public secondary schools?—Membership of the association is open to assistant masters in all secondary schools, whether endowed or non-endowed, public or private.

13,084. Then I take it that many of your teachers may be in private schools, schools, that is to say, carried on for private profit?—About one-eighth of them are.

13,085. Do the schools which are represented by your association exist throughout the country or in any particular direction?—About half of our members come from London and the other half are scattered over England and Wales. I ought to add, perhaps, that we have been established only three years.

Qualifications for Headmasterships in Secondary Schools.

13,086. Will you tell us what qualifications your association considers are required for headmasterships?—At present in about one-third of the schemes of the Charity Commissioners a degree is essential; in the majority of other cases it is required that the headmaster shall have a degree, or such other qualification as the governors may approve of. We hold that a degree should be one of the necessary qualifications for the headmastership of every public secondary school. We have collected statistics with regard to the qualifications of the headmasters of public secondary schools for boys in England and Wales; particulars of 596 of those schools have been obtained, and we find that the headmasters of 503 are graduates; the per-centage being 84.

13,087. Have you made any distinction between graduate and graduate; I mean between the character of the degree?—No, we have made no distinction with regard to the character of the degree.

13,088. Nor of the character of the university?—No; but I can give the numbers coming from each of the principal universities.

13,089. Under the term "universities," do you include universities in the United Kingdom?—We include universities in the United Kingdom.

13,090. Not foreign universities or colonial?—There is one from a foreign university.

13,091. You will put in that table, perhaps?—Yes (*handing in the same*). *See* Appendix No. 3.

13,092. Will you state the figures to the Commission?—This is a table showing the academical qualifications of the headmasters of 596 public secondary schools for boys in England and Wales, compiled mainly from school prospectuses issued in 1894. Number of headmasters, 596. Number of graduates, Oxford, 156; Cambridge, 196; Dublin, 44; London, 109; other universities in the United Kingdom, 12; foreign universities, 1; total 518; graduates of two universities, 15; total number of graduates, 503. Per-centage of headmasters who are graduates, 84; number of undergraduates, 17.

13,093. Are there any headmasters who are neither graduates nor undergraduates?—76.

13,094. Seventy-six have no university degree or qualification?—Yes, who have no university qualification.

13,095. (*Mr. Lyttelton.*) Does that include secondary schools from the highest public schools downwards; do you include the big public schools in your number?—Yes, all of them.

13,096. (*Chairman.*) It includes Eton and Harrow?—Yes, we include Eton and Harrow, and all schools of that class.

13,097. (*Mr. Jebb.*) Do undergraduates mean men who have been at a university and have not taken a degree?—I understand an undergraduate to mean a person who has been to a university and passed at least one examination.

13,098. But who has not taken a degree?—Yes.

13,099. (*Mr. Cockburn.*) Could you tell us what proportion of the headmasters are clergymen?—Of the 596 headmasters 283 are in holy orders.

13,100. (*Chairman.*) Have you any other suggestion to make on the part of your association with regard to the qualifications for headmasterships?—We hold that the candidates for headmasterships should be required to have a certain number of years' experience as assistant masters in a public secondary school. That recommendation was made by the Schools Inquiry Commission, but no such proviso exists in the schemes.

13,101. No such proviso is contained in any scheme?—No.

13,102. How many years do you propose that the headmaster should have served as assistant master?—Five years.

13,103. Is there any other qualification that you would suggest?—No, those are the only qualifications which we wish to see enforced, assuming, of course, that there is satisfactory proof of good character on the part of the candidate.

ANALYSIS OF SCHEMES OF CHARITY COMMISSIONERS WITH REGARD TO TEACHING STAFF.

13,104. I understand that you wish to give some statistics of these schemes of the Charity Commission?—That is so. I wish to give an analysis of the approved schemes of the Charity Commission for the administration of secondary schools for boys up to 3rd October 1894.

13,105. Will you do so, if you please?—Number of schemes 409. Appointment of headmaster: number of cases in which a degree is essential 183; number of cases in which membership of the Church of England is required 31. Appointment of assistant masters: number of cases in which the appointment is in the hands of (*a.*) the governors 50; (*b.*) the headmaster subject to the approval of the governors 4; (*c.*) the headmaster 355. Dismissal of assistant masters: number of cases in which the power is given to (*a.*) the governors 50; (*b.*) the headmaster subject to an appeal to the governors 42; (*c.*) the headmaster subject to an appeal to the governors if expense has been incurred in setting up a

boarding-house 4; (*d.*) the headmaster subject to the approval of the governors 4; (*e.*) the headmaster 309. Mode of payment of assistant master: number of cases in which (*a.*) salaries are fixed by the governors 54; (*b.*) an assigned sum is distributed by the headmaster subject to the approval of the governors 339; (*c.*) an assigned sum is distributed by the headmaster 14; (*d.*) no method stated 2. *See* Appendix No. 3.

13,106. I understand that this analysis has been made by your association?—At the offices of the Charity Commission from the official copies of the schemes. The Charity Commissioners very kindly gave us every facility for the collection of statistics.

13,107. Do you wish to make any remark on this analysis?—Not on the analysis itself, but on the prevailing regulation as to the tenure of office of assistant masters and on the circumstances under which it was introduced.

13,108. (*Dean of Manchester.*) With regard to these statistics, I suppose you examined the schemes of the 31 cases in which the headmaster must be a member of the Church of England?—Yes.

13,109. On what ground is that based; had those been schemes of the Charity Commissioners in modern times?—I can give the dates.

13,110. How long ago should you say, roughly?—I am unable to speak from memory, but I have a list of them.

13,111. On what ground was it based?—I do not know; there is no statement in the schemes.

13,112. You have not investigated that?—No, I have not.

13,113. (*Mr. Hobhouse.*) What class of schools do these schemes relate to—schools of a specially denominational character?—Some of them are schools attached to, and under the government of, Cathedral Chapters.

13,114. (*Mr. Lyttelton.*) Schools excepted you mean by the Endowed Schools Act?—I think so.

13,115. (*Dean of Manchester.*) You have counted in the cathedral schools, have you?—Yes.

13,116. It goes without saying, as you know, probably that those are exceptions?—Yes.

13,117. (*Mr. Lyttelton.*) Have you found any cases where the headmaster must be a minister of another denomination?—There is no such scheme so far as I know.

13,118. (*Dr. Fairbairn.*) But these are not all cathedral schools, are they?—By no means; speaking from memory, three-fourths of them are not.

13,119. (*Chairman.*) Perhaps you will furnish the secretary with the names of the 31 schools so that he may make inquiry as to the reason of this particular regulation?—Certainly.

13,120. (*Mr. Llewellyn Smith.*) With regard to those statistics, what principle of selection did you adopt in sending out inquiries; what was your definition of a secondary school; how did you discriminate?—I do not quite know whether I should be in order in asking for an interpretation of the question?

13,121. You have got answers from 596 schools; probably you sent out inquiries to a larger number, but where did you get your list of schools from?—If you are referring to the 596 schools from which we obtained particulars with regard to the academic qualifications of the headmasters, the list which we took as the basis was that issued by the committee of the Headmasters' Association with one or two additions. The list, in my opinion, is as complete as possible, bearing in mind the few sources of information available; but frequent changes take place, so that at any given moment the list requires correction.

13,122. (*Chairman.*) Now with regard to the question of experience as assistant master, what are your views respecting that; that a specified number of years should be required; is that so?—Yes; that five years' experience as assistant master in a public secondary school shall be required as a qualification for the headmastership of a public secondary school.

13,123. That I understand was the recommendation of the Schools Inquiry Commission?—They mentioned no number of years.

13,124. To pass on then to the question of the tenure of office by assistant masters, do you wish to give us some statistics with regard to that?—With regard to the dismissal of assistant masters, the schemes of the Charity Commission vary a great deal. The prevailing regulation is that in which the assistant master is dismissible at pleasure by the headmaster, as has been shown already by the statistics which I have given, namely in 309 out of 409 schemes, without any right of appeal to the governing body.

13,125. You desire, I understand, to express the opinion of your association with regard to that right of appeal?—I do.

13,126. What is that opinion?—Assuming that the assistant master is appointed by the headmaster, then we hold that the assistant master ought not to be dismissible by the headmaster unless there is a right of appeal to the governing body.

13,127. And from your statistics you show that in the majority of schools on your list that right of appeal does not exist?—That is so in three-fourths of the schemes of the Charity Commission.

13,128. As regards the salaries of assistant masters what have you to say?—The Charity Commission require that the governing body of every school should once a year send in a financial return, but this is not always done. We, by the courtesy of the Charity Commissioners, have been investigating, and noting down, the various items in the financial returns, and in some cases, in order to get the financial return of a school, we have had to go back to the year 1889; but we have not gone back any further than 1886.

13,129. You mean that in certain schools there have been no financial reports since that date?—Not since 1886. The blank form, issued by the Charity Commission, is not in our opinion the best form, but it is not properly filled up. We find that the form of the Charity Commission requires that there shall be shown the yearly rate of payment to each teacher; but in nearly half the cases that is not done. In some returns the salaries of the assistant masters appear under the head of "Assistant masters, apparatus, &c." Then the number of boys is not given in about half the cases, although required, and on the whole the returns are not well made. In tabulating the information in these returns under the heads given by the Charity Commission in their form, we have entered on a task which has been several times more difficult than we anticipated.

13,130. What do you propose to do; if the returns are not there how can you make any statistics from them?—We can compile statistics from those returns which have been made. If a return for the current year has not been made, we can go back; the Charity Commission have the returns as far back as 1886. Very often there is internal evidence by means of which we can supply the details omitted. Thus, although the number of boys may not be given, yet the amount paid to the headmaster in capitation fees, and also the rate of capitation fee be given; the number of boys can be ascertained.

13,131. Then you have undertaken the duty of bringing these reports, as far as possible, into proper shape?—Yes, and we have now the data for giving under the heads of the Charity Commission return tables, showing total income and expenditure, the per-centage composition of income and expenditure, and the cost of education per head.

13,132. But within a month or so you expect to be able to have that information?—We shall most certainly have all those returns ready.

13,133. You will probably send it to the secretary?—I shall be glad to do so. *See* Appendix No. 3.

13,134. Because, no doubt, that information will be of very considerable importance?—I think so.

13,135. As I understand it, the basis of your tables will be founded upon returns which you obtain from the Charity Commission?—That is so.

13,136. And the only difference is that you, I was going to say, manipulate the numbers; I mean by that that you obtain from certain results placed at your disposal, information which is not directly given in the tables; is that so?—The only case where we may be said to manipulate the figures is where such an item as the number of boys is not given, but is obtainable from the amount paid to the headmaster in capitation fees and the rate of the capitation fee. If information can be gained in that way from internal sources, we endeavour to get it.

13,137. Therefore those data are as reliable as any other portions of the returns given by the Charity Commissioners?—Yes.

13,138. (*Dean of Manchester.*) It is an analysis rather than a manipulation?—It is an analysis. (*Mr. Martin.*) It is a summary rather.

13,139. (*Chairman to Mr. Montgomery.*) Let us put it quite clearly. These statistics are not returns given by the Charity Commission, but the Commissioners give you access to certain documents in their possession, which documents have been prepared at the request of the Charity Commission or under the regulations of the Charity Commission by the various schools in question?—That is so.

13,140. Therefore the Charity Commission is in no way responsible for these numbers; the responsibility lies with the school authorities?—Yes, quite so.

13,141. (*Dr. Fairbairn.*) But as regards the number of boys, you have had occasion to go outside the statistics furnished by the Charity Commission Acts, do we understand?—No, we do not go outside them, because we wish our figures to be entirely official, that is to say, to base them solely on the figures supplied by the clerks of the governing bodies.

13,142. (*Dean of Manchester.*) Which sometimes are incorrect, are they not?—I assume that the figures given in the official returns are correct. There are no other figures to go upon.

13,143. (*Chairman.*) What is the next point that you wish to bring before the Commission?—The statistics from voluntary returns.

13,144. Will you kindly give us those. Are those statistics of serious length?—No.

13,145. Then, perhaps, you will read them. In the first place, how did you obtain these so-called voluntary returns?—We sent a printed form to our members who are assistant masters in public endowed secondary day schools, pointing out that it was difficult to obtain statistics with regard to the average salary of assistant masters in public secondary schools, because the returns to the Charity Commission are very incomplete and very badly sent in, and, moreover, they do not distinguish between assistant masters and visiting masters; and to make any calculation as to the average salary of assistant masters, treating an assistant master and a visiting master as the same, would not be a fair way of arriving at any information on the question.

13,146. Or even treating them as a piece of apparatus as you said just now?—Certainly not.

13,147. Then what are the results of your issuing these notices?—We have arrived at an average under different heads from the schools from which we have received information.

13,148. Would you kindly give us the details?—Income from endowment, 1,095*l.*, income from fees, 883*l.*

13,149. Wait a moment; let us be quite clear what it is your are giving us; is this one particular school?—This is a table showing various particulars with regard to public secondary endowed day schools for boys in England and Wales, compiled from returns made by assistant masters in 1894 (*handing in the same*). *See* Appendix No. 3.

13,150. Now the first item?—Income from endowment, 1,095*l.*

13,151. What does that mean?—That means that the average income from endowment for the number of schools from which we have received returns (under this particular head the number is 20) is 1,095*l.*

13,152. That is to say, that in 20 schools you are taking an average of the total endowment and that is the figure that you arrive at?—Yes.

13,153. Do you give us averages in all the other cases?—Yes.

13,154. This is a table of averages then?—Yes.

13,155. How many schools does this list contain that you have just handed in?—In this particular case it was 20.

13,156. Could you give us the the names of those 20 schools?—I am not able to give the names. The reason is that there is a great difficulty in getting returns, and the only way that we saw of obtaining information was by stating that the names of the schools would not be published, and that the returns would be used solely for the purpose of obtaining averages.

13,157. But then in choosing the 20 schools, I presume that you had regard to the size of the schools, and you endeavoured, as far as you can, to give a fair average; you have not chosen the 20 schools all of one particular character?—We did not choose the schools; we sent out the form to all our members who were assistant masters in public endowed secondary day schools.

13,158. (*Mr. Cockburn.*) How many forms did you send out?—About 200.

13,159. And you only got 20 back?—Yes; but it must be borne in mind that at some schools we have as many as 10 or 11 members.

13,160. (*Chairman.*) I understand then that these results that you are about to give us are the whole results that you have obtained; they are not chosen in any way, but you are giving us the result of all the replies that you have received?—That is so.

13,161. And those replies form, I understand, about 10 per cent. of the total. Let us understand what these 20 schools are that you are about to give us; are they all endowed schools?—They are all endowed schools.

13,162. Are they all day schools?—They are all day schools.

13,163. They do not include any boarding schools?—No.

13,164. (*Dean of Manchester.*) And out of the 200 forms that you sent out do you say you only got replies from 20 people?—That is not so.

13,165. (*Chairman.*) Will you kindly explain how you arrive at the selection of these 20 endowed day schools?—We did not select; we sent out forms to all our members who are assistant masters in public endowed secondary day schools, and whether we received a return or not depends upon the willingness of our members, and on the governors having, or not having, published abstracts of their accounts as required by the schemes of the Charity Commission.

13,166. Then is the Commission to understand that you have taken an average of all the answers that you obtained?—That is so.

13,167. And that those were 20 out of about 200?—No.

13,168. Twenty out of how many?—Twenty schools out of about 40 that we sent to.

13,169. Then do you think that the answers or the result that you are about to give us on the case of those 20 schools give a fair representation of the state of the case throughout the other schools from which you have not got information?—I think that the figures that we have obtained represent the state of affairs in what I may call well-endowed middle-class public secondary day schools.

13,170. With that understanding let us now proceed to hear what you have put down?—Average income from endowment in 20 cases, 1,095*l.*; average income from fees in 25 cases, 883*l.*; average fees in 12 cases, 5*l.* 6*s.*; average number of boys in 27 cases, 180; average number of boys in a form in 26 cases, 22; average cost of education per head in 15 cases, 10·5*l.*; average salary of headmaster in 26 cases, 445*l.*; average total salaries of assistant masters (excluding visiting masters) in 27 cases, per school, 716*l.*; average total salaries of visiting masters in 14 cases, per school, 75·6*l.*; average number of assistant masters (excluding visiting masters) in 27 cases, per school, 5; average salary of assistant master (excluding visiting masters) in 27 schools, 149·3*l.*; average cost of headmaster per boy in 26 schools, 2·4*l.*; average cost of one assistant master (excluding visiting masters) per boy in 27 schools, 7·3*l.*; average cost of staff per boy, including visiting masters and excluding headmasters, in 27 schools, 4*l.*

13,171. (*Mr. Cockburn.*) And all those averages are from about 40 schools?—It varies from 20 to 27.

13,172. But you sent the return to about 40 schools?—Yes.

13,173. (*Chairman.*) In drawing up this table have you ever considered whether these averages really represent the true average. Take the case for instance of income from endowment for which you give 1,095*l.*; does that give you any real information not knowing what the maximum income from endowment in one case may be, and what the minimum income from endowment in another case may be?—I do not think that the figures in that return are of very much value except as regards the salaries of masters.

13,174. That is because the variation in the salaries is not very great, whereas the variation in the income from endowment may be very great?—The salaries of assistant masters do not vary to the same extent as the endowments.

13,175. You lay stress particularly here upon the figures that you have obtained of salaries of masters?—Yes.

13,176. And you think that in that respect they do represent a fair average?—Yes, of well-endowed public secondary day schools.

13,177. Keeping for the moment, to the question that is really before us, namely, the salaries for assistant masters, and looking at the results which you have obtained, what does your association say about that point?—We consider that assistant masters in public secondary schools are badly paid. We consider that in establishing a school some sum should be assigned for the salaries of the assistant masters. The Charity Commission schemes arrange for the salary of the headmaster; they give him a certain sum out of the income from endowment and a capitation fee; but there is no provision made for the salary of assistant masters; the schemes state, as a rule, that the governors shall fix a sum for assistant masters and apparatus, but in no scheme is there any provision as to what proportion of the endowment or how much per head should be assigned as the salary of assistant masters. The result of making no provision is that the assistant masters, in some cases, are very badly paid. The headmaster, is paid fairly well; but, as no corresponding provision is made for the assistant masters, many cases occur of schools with staffs of five or six, or even more, assistant masters, where the headmaster's salary is equal to that of the rest of the staff.

13,178. What scheme, if any, does your association propose with regard to this matter?—We think that it is necessary in establishing every school

to consider what is the minimum cost of efficient education per head, and to assign a certain proportion of that minimum to salaries for assistant masters.

13,179. Taking into consideration the endowment the amount of fees, charged, and the number of boys,—is that so?—Taking into account the amount of available income and the number of boys.

13,180. (*Mr. Hobhouse.*) Is it possible to lay that down in any scheme; does not the number of boys constantly vary, and in many of these schools does not the amount of income available constantly vary also?—It does; but I think it is quite possible to lay down the minimum sum required as the condition of efficient education in any school, if the character of the education and the number of the boys be given.

13,181. A minimum sum for any one assistant master do you mean?—No, a minimum sum per head for a staff of assistant masters.

13,182. (*Dr. Fairbairn.*) Would it be possible to extend the principle of capitation grants to assistant masters?—I am not prepared to say whether assistant masters generally would approve of that arrangement, but I think that a satisfactory arrangement of that nature might be made.

13,183. (*Dean of Manchester.*) But you do not speak on behalf of your association in that respect?—No.

13,184. (*Chairman.*) Then, in fact you have not any special scheme to lay before the Commission; you only desire to inform us that, in your opinion, some scheme for the betterment of the assistant masters would be welcomed?—When we have added up, and tabulated, the financial returns made to the Charity Commission we shall probably be in a position to draw up a scheme assigning to the different heads, as given in the Charity Commissioners' financial return, the amount of money which we think ought to be assigned to each of them. At present all that I can do is to state that, as the result of my experience, 5*l.* per head for the staff, excluding the headmaster, is an irreducible minimum to guarantee efficient education in second grade schools of not less than 300 boys. The rate must be higher for first grade schools, and also for smaller second grade schools.

13,185. What do you consider should be the rate for the headmaster?—I have not thought specially on that matter, but I think that in a second grade school of 300 boys, the headmaster should be paid at the rate of 2*l.* per head.

13,186. Have you considered not only the question of the staff, but the question of the working of the school otherwise, and do you feel able to give us an opinion on the question of what it would cost per head for the expenses connected with the school other than the staff?—I think that after you have paid the assistant masters 5*l.*, and the headmaster 2*l.*, per head, 3*l.* per head is an irreducible minimum for meeting the other expenses.

13,187. Do you think that it could possibly meet the other expenses?—As the result of examining the financial returns made to the Charity Commission, we find that some items of expenditure vary a great deal. In some schools the cost of scholarships and exhibitions given to boys leaving the school to go to other and higher places of education amounts to over 5 per cent. of the income; and I think that the cost of scholarships and exhibitions ought to be excluded. Another item which ought to be excluded, and this is very important in my opinion, is the cost of administering the property from which the school derives its income. The cost of administering the property runs up in many cases to over 20 per cent.; and in some cases to 26 per cent. That, I presume, is due to the fact that the school derives its income from land and other property requiring very expensive management. Therefore, when I state 10*l.* as the irreducible minimum, I mean 10*l.* per head of net income; that is to say, it is to exclude all cost of managing the property from which the school

derives its income, and the cost of scholarships and exhibitions to places of higher instruction.

13,188. Would it include the cost of keeping up the building?—Yes, the cost of maintenance. I assume that the school has been fully equipped.

13,189-90. (*Mrs. Bryant.*) I think you said 5*l.* for the staff and 2*l.* for the headmaster, the total being 10*l.*,—which gives 70 per cent. of the total income to go to the staff. That is the ideal; I understand that is what you think the right distribution ought to be; but as a matter of fact, what did you find it to be, or within what limit did you find it range in your investigations?—I regard 5*l.* per head for assistant masters as an irreducible minimum under the conditions I have stated. We have not gone far enough in our investigations to give the cost of the staff per head, or the range.

13,191. (*Mr. Sadler.*) Would it be possible for you to put in similar calculations of the estimated cost applying to schools of less than 300 boys?—We will endeavour to do so; but it is a matter of considerable difficulty. *See* Appendix No. 3.

13,192. (*Mrs. Bryant.*) Will you state also the range of salary as well as the average?—Yes.

13,193. (*Mr. Llewellyn Smith.*) Do we correctly understand that the 10*l.* is not to include any expenditure on scholarships or exhibitions?—The 10*l.* ought not to include any expenditure on scholarships or exhibitions.

13,194. With regard to the statistics that you got from those schools, could you tell me whether the average income from endowment included, in any cases, income specially assigned to scholarships and exhibitions? Possibly your returns would not enable you to state that. In many schemes certain funds are set aside, and it is provided that no less than so much must be spent on scholarships?—I think Mr. Martin can answer that better than I can. (*Mr. Martin.*) I examined many of the financial returns, and many such funds come under income; but we took special note of them. There is no such funds included in our voluntary returns.

13,195. (*Mr. Jebb to Mr. Montgomery.*) In a second grade school of 300 boys a sum of 1,500*l.* would be set aside, according to your scheme, to be divided among the staff, apart from the headmaster; is not that so?—That is so.

13,196. How many assistant masters would you contemplate, as a rule, in a school of that size and character?—Not more than ten.

13,197. (*Mr. Yoxall.*) I think you stated that the average salary of the assistant masters, in the figures you referred to, was 140*l.*?—I did.

13,198. Do you think that that could be taken as a fairly representative figure for all the assistant masters in secondary schools throughout England and Wales?—I think it is higher than the result that we shall obtain from the financial returns made to the Charity Commission.

13,199. Do those figures include the salaries paid to assistant masters at Eton and Harrow, and schools of that type?—No.

13,200. Are there not within your knowledge cases of 20*l.* or 40*l.* a year being paid to assistant teachers in secondary schools in addition to board and residence; are not sums of that type very numerous?—There are many schools of that class.

13,201. I am anxious that you should not represent 140*l.* a year as being the average salary of assistant masters in secondary schools throughout the country, because from general knowledge one knows that such a representation is far too high; at least one supposes so. Your 140*l.* a year applies to a particular class of school only; a second grade public endowed school?—That is so.

13,202. And your association does not in any way refer to assistant masters in schools other than those schools?—Our returns do not come from any schools other than those.

13,203. Is it your opinion that the salaries paid to assistant masters in schools which are below the grade of second grade public endowed schools are very much less than 140*l.* a year on the average?—Yes, but I am not prepared to say how much below. The salaries paid in private schools are, as a rule, very low; but I have no figures bearing on the subject.

13,204. (*Dr. Fairbairn.*) I am anxious to find out what you mean by a second grade public endowed school?—I use the term "second grade" to denote a school at which the leaving age under ordinary circumstances is 16.

13,205. Then you exclude the great public grammar schools?—In my estimate of 10*l.*, I do.

13,206. And in your estimate as to salaries?—I do.

13,207. (*Chairman.*) Then I understand that these 20 schools do not contain any of the very large day schools of the country, in the metropolis and its neighbourhood for example?—They include several of those schools.

13,208. (*Dr. Fairbairn.*) But do they include schools (I will mention a number so as to prevent any invidiousness) like St. Paul's, Merchant Taylors, King Edward's School, Birmingham, and the grammar schools of Manchester, Leeds, and Bradford?—We have no figures from schools of that type.

13,209. (*Chairman.*) With respect to public notification of vacancies I believe you wish to make some statement on behalf of your association? There is a generally recognised principle that all vacant appointments should be advertised, and any neglect to observe that principle, where public money is concerned, is generally regarded with suspicion. In the case of headmasterships, the Charity Commissioners provide in all their schemes that public notification of the vacancy shall be given; but the regulation is not so stringent as we think it should be. It is as follows: "In order to get the best candidates, the governors, before "making any appointment, shall give public notice of the vacancy, and "invite applicants for the office by advertisements in newspapers, or by "such other means as they may judge best calculated to secure the "object."

13,210. What are you quoting from?—The stereotyped clause in the schemes of the Charity Commission. We think that all the words following "newspapers" ought to be deleted; that is to say, that the governors of a school ought to be compelled to advertise every vacancy without there being left to them any loophole such as is left by the phrase "or by such other means as they may judge best calculated to secure the object."

13,211. When you talk of vacancies, are you speaking altogether of vacancies in the headmasterships, or of assistant masterships as well?—We think that that provision ought to be extended to assistant masterships; at present it is confined to head masterships.

13,212. Do you consider that the assistant masters should be appointed by the headmaster; you have not given us any opinion about that; if you have any opinion to give us on that subject we shall be glad to hear it?—The association which I represent has passed a resolution to the effect that the appointment of assistant masters by the headmaster is likely to tend most to efficiency.

13,213. That is the practice in common vogue now, is it not?—That is the practice in 75 per cent. of the schools administered under the schemes of the Charity Commission.

13,214. And do your association agree that that is the best mode?—It has not expressed itself so strongly as that.

13,215. It being the case that the headmaster in 75 per cent. of the schools has the appointment of the assistant masters, what is the use of public advertisement?—In order to get the best selection of candidates.

13,216. (*Dean of Manchester.*) The headmaster should advertise, you mean?—Yes, or the governors as representing the school.

13,217. Is there any recourse to that alternative which you have just quoted to us?—I know of a case where a man without any experience was appointed headmaster, and of a case where the governor wished to appoint a man without going through the process of advertising.

TENURE OF ASSISTANT MASTERS.

13,218. (*Chairman.*) What is the prevailing regulation as to the tenure of office by assistant masters, and under what circumstances was it introduced?—Under the first schemes of the Endowed Schools Commissioners a clause was inserted, which stated that the "headmaster should have the "sole power of appointing and dismissing all assistant masters; but that he "should forthwith notify every appointment to the trustees, and on the "occasion of any dismissal make a full report of the case in writing to "the trustees." That provision was felt by the assistant masters to be objectionable, because any charge might be preferred against an assistant master, and he not only not have the opportunity of replying to the charge made, but even be in ignorance of the charge made against him. Consequently, the assistant masters, to the number of between 300 and 400, sent a memorial to the Endowed Schools Commissioners, dated the 25th of November 1872, to this effect:—"My Lord and Gentle-"men,—We, the undersigned assistant masters in endowed schools in "England and Wales, observing that in the schemes for the future "management of such schools already published power to appoint and "dismiss assistant masters has in each instance been given to the "headmaster absolutely, and understanding that it is your intention to "adopt a similar principle in all other cases, beg leave, in the interests "of education, to submit:—(1.) That the appointment of assistant "masters by the headmaster should in every case be subject to con-"firmation by the governors. (2.) That in all cases of dismissal by the "headmaster, there should be an appeal, either to the governors, or to "some other court of appeal to be hereafter constituted." The Endowed Schools Commissioners, in reply to that, wrote:—"4th December 1872. "Sir,—I have laid the memorial which accompanied your letter of the "25th ultimo before the Commissioners, who have given it their attentive "consideration. I am instructed to acquaint you, for the information of "the memorialists, that the Commissioners, as at present advised, are "not satisfied that the recommendation marked (1.) should be embodied "in schemes, but that, in reference to that marked (2.), they propose "henceforth, in all schemes which give the headmaster the power of "dismissing assistant masters to make such dismissal subject to an "appeal to the governors."

13,219. By whom is that signed?—"D. C. Richmond." That letter is dated 4th December 1872. Soon after that the draft scheme of Uppingham school was under consideration, and in that draft scheme the right of appeal to the governing body was withdrawn, and the assistant masters made subject to dismissal at pleasure by the headmaster. Thereupon the assistant masters, who had taken action before, wrote protesting against this change, and on the 12th of December 1873 the secretary to the Commission answered their protest in the following words:—"Sir,—I have "laid your letter of the 2nd inst. before the Endowed Schools Com-"missioners, and am instructed to say in reply that the Commissioners "still propose to adhere to the intentions expressed in my letter of the "4th December 1872, so far as any rule can be laid down. But neither "was that letter, nor is this, to be understood to fetter the Commissioners "in the free exercise of their judgment when considering the particular "circumstances of each case as it comes before them." And from that time onward the prevailing clause with regard to the dismissal of assistant masters has been that they shall be dismissed at pleasure by the head-masters. Now we contend that the first letter of the Commissioners, dated the 4th December 1872, is an unconditional general promise to give

assistant masters the right of appeal. What makes the whole question all the more singular is that there were two schemes being drafted at the same time, the scheme of Uppingham School and the scheme of Oakham School, both of which schools are on the same foundation, viz., the foundation of Archdeacon Johnson; and in the scheme for Uppingham School the right of appeal did not appear, while it remained in the scheme for Oakham School. It is also a curious fact that in that same scheme for Uppingham School, which was the first scheme in which the Commissioners, after their promise to give a right of appeal, withdrew it, there is a provision that no boy can be expelled from the school without an appeal to the governing body; they gave to a boy of the school a privilege which they withdrew from the assistant masters, and the consequences of dismissal to an assistant master might be, and probably would be, much more serious than the consequences of expulsion to a boy.

13,220. You bring these facts forward in support of your suggestion that the tenure of assistant masterships should not be at the will entirely of the headmaster?—I do. I wish to show by them that the Endowed Schools Commissioners considered that assistant masters ought to have the right of appeal.

13,221. (*Dean of Manchester.*) Did the difference of action between Uppingham and Oakham transpire; do you know why it was?—I do not know whether it transpired at the time: I have no information on the point. I only know by looking at the schemes now, both of which have the same date, that that difference exists.

13,222. (*Chairman.*) Have you any other instances in your possession of the same, or a similar kind, since that instance that you have quoted?—Since the case of Uppingham it has been usual for the Charity Commission to insert a clause making the dismissal of an assistant master subject to the pleasure of the headmaster, except in schools which they describe as third grade, where they put both the appointment and the dismissal in the hands of the governors.

13,223. In the case of the larger schools it is almost universal then that the headmaster has the complete control?—He has it in 75 per cent. of the schools. (*Mr. Martin.*) I should like to bring this fact before the Commission, that, under the present conditions, when a headmaster resigns his post, or is dismissed, he has to give notice to every assistant master on the staff, for the reason that the assistant masters are his servants, and not the servants of the governors; so that when you dismiss the headmaster you dismiss every man in the school. I think that is a point on which assistant masters feel rather keenly.

13,224. (*Mr. Cockburn.*) But in that case the governing body may retain them, if they think fit, surely?—The governing body never interfere with the staff of the school. The headmaster appoints and dismisses at pleasure.

13,225. Do I correctly understand that supposing the headmaster alone is leaving, he has formally to give notice to the whole of his staff, and unless the governing body intervene, they must all go?—Unless the new headmaster cares to take them on, they must all go.

13,226. (*Dean of Manchester.*) It is a mere matter of form, as a rule, is it not; it does not operate in the direction that you imply, does it?—Not always, but I think it does sometimes because a new man comes whose system is rather different from that of the last headmaster, and he may not care to keep on the old staff when he has got others accustomed to his system.

13,227. I suppose that is on the principle of ploughing with his own heifer?—I suppose so.

13,228. (*Mr. Sadler to Mr. Montgomery.*) You are aware that the Schools Inquiry Commissioners recommended that to the headmaster should be assigned the appointment and dismissal of assistant masters, and that

with this matter the governors should not be allowed to interfere?—I have read that.

13,229. I suppose that the action of the Charity Commission has been in a large measure based on the recommendation of the Schools Inquiry Commissioners?—So far as I know that is the only ground which the Charity Commission have for inserting the prevailing clause.

13,230. I understand that your association is inclined to the opinion, which is shared by a large minority of the new Welsh educational authorities, that the power of dismissal should not be left absolutely in the hands of the headmaster?—We do, and we share that opinion because the state of affairs in schools now is very different from the state of affairs at the time the Schools Inquiry Commission made their report. At that time masters might be roughly divided into two classes: one class of good men who would become headmasters, and sometimes were made headmasters without any previous experience; and another class of very inferior men to whom the term "usher" was applied. At the present time, the majority of assistant masters are as well qualified as headmasters, from the point of view of academic qualifications. The per-centage of headmasters who are graduates is 84. We have obtained statistics as to assistant masters in 465 public secondary schools for boys in England and Wales (the statistics are compiled mainly from school prospectuses), and we find that out of the 2,958 assistant masters in 465 schools, 1,858 are graduates, giving a per-centage of 63.

13,231. (*Chairman.*) You quote what is a fact to some extent respecting the relation of fitness I presume between the two, headmasters and assistant masters; you do not contend, do you, that the possession of a degree is an accurate measure at all of either the difference or the proof of analogy between the headmasters and the assistant masters?—I think that you can compare the intellectual qualifications by the per-centage of graduates.

13,232. It is but a small measure of the value of a man whether he has taken a degree or not, is it not?—I think it is a very small measure indeed, but I do not know in what other way the intellectual qualifications of schoolmasters can be, at present, statistically compared.

13,233. I only point out that it is not a measure which takes the whole measure of the man?—By no means.

13,234. (*Mr. Sadler.*) I understand you to mean that the rise in the intellectual and social position of assistant masters since the report of the Endowed Schools Commission justifies a deviation from the policy which they then recommended?—That is my view.

13,235. (*Dr. Fairbairn.*) In order to complete this, and bring it parallel with some other cases, may I ask whether these statistics refer both to first and second grade schools or only to second grade schools?—These statistics refer to all public secondary schools, both first grade and second grade, from which we have received replies to our inquiries; we have obtained the prospectuses of all the leading public schools, and therefore they contribute towards these figures and influence them. The schools from which we have not received prospectuses or information are, as a rule, the smaller schools; and if returns could have been obtained from all public secondary schools the per-centage of assistant masters who are graduates would be lower than 63; probably it would not come much above 50.

13,236. Does that per-centage include foreign masters?—It excludes those foreign masters who are visiting masters. We have excluded from our total of masters 580 who appear from the prospectuses to be, or who, we are informed, are, visiting masters.

13,237. (*Mr. Sadler.*) I should like to ask you one or two more questions about this, as it is rather an important matter. It might be said, might it not, that an analogy could be drawn from industrial arrangements in favour of giving headmasters absolute power of dismissal?—I think the

best illustration to take is the case of the army and navy. If dismissal at pleasure were necessary anywhere it would be in the army and navy; but it has not been found necessary there; and if it has not been found necessary in the army and navy, I do not see how it can be necessary in the public secondary schools. But I should like to add that we consider that the headmaster ought to have power to suspend at once an assistant master, because cases might arise of serious misbehaviour on the part of assistant masters, and such must be dealt with at once. To meet such cases I would give the headmaster power to suspend an assistant master at any given time until the next meeting of the governors.

13,238. With such a safeguard you, speaking from your practical experience, think that the arrangements of the school and the discipline of the school would not be embarrassed by the arbitrary power of the headmaster being limited in that way?—I do not think the discipline of the school would be damaged in any way.

13,239. Do you think that the power of absolute dismissal in a big public school is less likely to lead to injurious effects than in the second grade schools, because the assistant masters in a first grade public school would probably have more opportunities of effectively appealing to public opinion?—That is so. I think that the smaller the school is, and the more remote it is from the influence of public opinion, the greater the safeguards required against the dismissal of an assistant master on grounds of mere caprice.

13,240. (*Chairman.*) There are one or two questions that I should like to ask you on this point. Can you point to any case of an assistant master in which there has been real hardship where through the action of the headmaster a man has been discharged, who if there had been an appeal to the governing body would not have been discharged?—Such cases are very difficult to speak about, because the men affected are very reluctant to make any public statement of their case.

13,241. Let me put it in this way then. Is there amongst the assistant masters, so far as you know, any strong feeling with regard to this matter?—The system of dismissal at pleasure is felt by the assistant masters as the keenest disability under which they suffer. Their salaries are low, but they feel much more keenly this system of dismissal at pleasure.

13,242. (*Dean of Manchester.*) You seem to me to make a very marked distinction between the appointment, which you approve being left in the headmaster, and the dismissal. I should have thought that as a matter of convenience and discipline they were very much on all fours?—I can only quote the resolution which the association that I represent has passed; it is that "the appointment of assistant masters by the head-"master is likely to tend most to efficiency." That resolution when it was put to the meeting met with very little discussion, because what assistant masters feel to be unsatisfactory is not the appointment, but the dismissal at pleasure. My personal opinion is that the headmaster is much more likely to make satisfactory appointments than the average governing body.

13,243. Is not the phrase "at pleasure" which you introduce rather misleading; do you think that the headmaster of a school, with a sense of his responsibility and with the knowledge that public opinion is always throwing its fierce light upon all he does (and very properly), is likely to dismiss for any light cause or to do what you speak of at pleasure. I should have thought that it was with pain—very great pain?—"At pleasure" is the phrase of the Charity Commission. Fortunately the majority of headmasters are able and upright men, and I am prepared to admit that it is very much to the interest of a headmaster that he should not act unjustly; but there is a considerable step between knowing your interest and acting up to it.

13,244. (*Mr. Yoxall.*) Although you may not know of many definite cases of hardship accompanying dismissal, you probably know of many cases in which the relations between the head teacher and an assistant teacher have been, to some extent, embittered or rendered less pleasant than they ought to be by the existence of this power of dismissal?—I do not think I can speak so strongly as that, because, as I said before, the majority of headmasters are able and honourable men; but an assistant master never knows when he may not be under a man of a different class; and it is that uncertainty which makes the regulation so objectionable.

13,245. (*Chairman.*) On the other hand, are there not some advantages in the present rule which your association may not have considered. I do not know that it is necessary to advert to them, but I can imagine that there are great advantages in having the dismissal in the hands of the headmaster in a sort of unofficial way, rather than necessitating the formal interference of the governing body?—That is so; but it raises the question as to the grounds on which appeals would in general be made. I am of opinion that appeals would be very rare, and that they would turn on questions of justice, not on questions of efficiency or inefficiency.

13,246. (*Mr. Yoxall.*) I suppose you are aware that in the case of public elementary schools, although, perhaps, the majority of head teachers have the power directly or indirectly of appointment, practically none of them have the power of dismissal without consulting their managers?—I am aware of that.

13,247. (*Dr. Fairbairn.*) May I ask this, then: Have you not adopted a two-fold basis for the evidence that you have presented to us. The educational side of the matter, or the academic, has been presented on the basis of statistics relating to all public endowed schools; the financial only with regard to second grade schools?—The twofold basis is due to difference in the area of information obtainable in each case. In the academic statistics school prospectuses formed the basis, and the figures obtained refer to all public secondary schools. In the financial statistics we were limited to schools at which we have members, but we shall be able later on to send, as requested, financial tables based on the official returns made to the Charity Commission.

13,248. And those will not refer to second grade schools?—They will refer to all schools which send in returns to the Charity Commission. But I ought to add that Eton, Winchester, Westminster, Charterhouse, Merchant Taylors, Harrow, Rugby, and Shrewsbury do not send in financial returns.

13,249. You alluded to the number of clerical headmasters. Has your association any opinion as to clerical restrictions?—The association which I represent has expressed no opinion on that matter.

13,250. Has your association any opinion on the question of ecclesiastical restrictions?—It has expressed no opinion upon that matter either.

13,251. (*Mr. Yoxall.*) You feel that this Commission ought to make some representation to the right quarter which would secure the due annual filling up of the returns ordered by the Charity Commission from secondary schools?—Yes, I think much good would be done if the Charity Commission were to use the powers, which I think it has, of enforcing the filling up of this financial return by each school; and if it is not done because the office is undermanned, then I think that there should be a strong representation made that these statistics are so very important that there ought to be no necessary money spared in such a matter. I think that the form of the return which the Charity Commission send out could be improved.

13,252. Could you send in some suggestions with regard to the amendment of the form of return?—Sometime ago we drew up an amended form, but since then we have gained great experience by going through the

financial returns that I have referred to, and it is very likely that our views have changed on some minor points. We shall be glad to send in the form after reconsideration.

13,253. (*Dean of Manchester.*) Did the Commission accept that form of return of yours; did you send it to them?—No.

13,254. (*Mr. Sadler.*) Do you see any reason why a certain number of schools should be exempt from the duty of sending in a return?—No, it seems to me important that every school which derives any income from endowment should be compelled to send in a financial return.

13,255. In prosecuting such inquiries as yours it would be convenient for you if the returns were complete?—It would.

13,256. (*Dean of Manchester.*) Is it not already compulsory?—I believe it is a correct statement that it is compulsory; but when a return is not sent in powers of compulsion are not used; or, if used, they are not used to any effect. (*Mr. Martin.*) I might say that my impression is that the staff is too small to deal with the immense amount of work that it has to do.

13,257. (*Chairman.*) We are not able to proceed further to-day, but the Commission will be obliged to you, Mr. Martin, if you will kindly attend again on a further occasion?—Certainly.

The witness withdrew.

Adjourned to Thursday, the 11th inst., at 11 o'clock.

THIRTY-THIRD DAY.

At Westminster Hall, Thursday, October 11th, 1894.

PRESENT:

THE VERY REVEREND THE DEAN OF MANCHESTER IN THE CHAIR.

The Hon. and Rev. E. LYTTELTON.
The Rev. A. M. FAIRBAIRN, D.D.
Dr. R. WORMELL.
Mr. M. E. SADLER.
Mr. H. LLEWELLYN SMITH.
Mr. GEORGE COCKBURN.
Mr. CHARLES FENWICK, M.P.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. BRYANT.

The Hon. WILLIAM N. BRUCE, *Secretary.*

Mr. EDWARD M. HANCE, LL.B. called in and examined.

13,258. (*Chairman.*) You are clerk to the Liverpool School Board?—I am.

13,259. You are a Licentiate of the College of Preceptors, a Bachelor of Law of the University of London, a life governor and member of the council of the Liverpool College, a representative governor of the Liverpool University College, and a member of the committee of the Liverpool University Day Training College?—Yes.

NEED OF ONE LOCAL AUTHORITY FOR PRIMARY AND SECONDARY EDUCATION.

13,260. You desire to speak to us in the first instance, I understand from your précis, about the local educational authority. You seem to think that it is very desirable that there should be one local authority dealing with education in all its branches; do you mean Secondary and Primary Education?—Secondary and Primary and Technical.

13,261. What is your view with regard to the economy which that would be likely to bring about?—I think that it would avoid the overlapping of different kinds of schools; but I am afraid that I do not look at the subject so much from the point of view of economy as I do from that of efficiency.

13,262. But I think you come to that afterwards. I am following your own lead. By "economy" I mean what we generally mean by economy?—One of the forces that I consider make in favour of one authority is the importance of avoiding, if possible, difficulties that would otherwise arise, the jealousies that would be roused in the community, if you have one rate levied for Secondary Education, and another rate levied for primary education. One authority means one rate; two or more authorities mean two or more rates. At present one of the most powerful causes of local hostility to educational progress is the not unnatural objection of influential classes to being compelled to provide, in the form of rates, the funds for the education of other people's children, while having to bear the whole cost of that of their own. If, by an equitable extension of the educational system, the benefits of the education rate can be extended to all classes, this form of hostility will be laid, or even converted into active support.

13,263. Does your experience lead you to that opinion, that there is that kind of hostility, for example, in the city of Liverpool?—Among the classes that derive no benefit from the public elementary schools I think hostility to the elementary system exists not only in Liverpool, but universally, or very nearly so.

13,264. I suppose you feel that if there was another rate for Secondary Education, people would begin to cry out about the number of rates?—The working classes, for instance, who would derive no benefit, or no appreciable benefit, from the rate for Secondary Education would certainly protest against it.

13,265. Whereas, if there were a fusion of rates, so to speak, you think that hostility would disappear?—If you draw from a common fund, then local jealousy and hostility are likely to be entirely laid, it appears to me.

13,266. The apportionment you would leave to the local authority?—Yes, the apportionment I would leave to the local authority.

13,267. That is your intention, as regards economy, in providing one local authority to deal with education in all its branches?—Yes.

13,268. Have you anything more to say on that point?—Yes; I think further that if one rate is levied for elementary, and another for Secondary Education, to the almost certain conflict of rival authorities will be added the more dangerous hostility of different classes in the community. That appears to me to be the great danger which underlies having two separate rates.

13,269. Next, on administrative grounds, what is your idea of the advantages of a local educational authority?—There is an existing machinery for educational purposes, and similar machinery will be needed for Secondary Education, especially at its commencement. If the needs for Secondary Education in any particular district are to be accurately ascertained as an essential preliminary to their being intelligently met, a somewhat extensive machinery will, at least temporarily, be required. That already exists all over the country in connexion with the local authorities now in existence for elementary education.

13,270. All over the country, you say?—Yes.

13,271. You mean through the educational committees in rural districts?—Yes, I said the local educational authority.

13,272. You would utilise them; I suppose you would broaden that authority?—I am not here to advocate that authority as the educational authority of the future.

13,273. You would maintain that there is such an authority, and that, *mutatis mutandis*, it might be adopted?—That its machinery should be made available.

13,274. Then let us pass to the still more important subject of the educational grounds upon which you base this opinion. You did begin to mention those; perhaps you will now kindly give us your views in detail. For example, I suppose you think that it would promote co-ordination?—Yes. One of the most urgent educational needs of the day is a proper co-ordination of education in its various branches. As an illustration of that I would point to what the Royal Commission on Technical Instruction said 10 years ago, when they mentioned that in the organisation originated by the Science and Art Department, this country possessed an unequalled (I think they called it) provision for the scientific instruction of the nation; but they pointed out that this excellent machinery did not produce anything like the full results of which it was capable, either in quality or extent, by reason not only of the defective preparation for this work afforded by the students' previous education, but still more from the entire absence of anything in the curriculum of elementary schools of a character likely to give their scholars a bias towards the pursuit of science or art studies after leaving school; that is to say, that the elementary schools were carried on without any reference or regard to the necessities of technical instruction. If you have different authorities dealing with different branches of education, they will each follow their own lines, and those lines will have very little reference to the lines that are followed by other authorities, and so, unconsciously, probably, you will have marked divergence. The same difficulty is at present illustrated in the government of the country. You have three Departments dealing with education; and I think that everybody knows that the separation between the Education Department, the Science and Art Department, and the Charity Commissioners does not make for educational efficiency, and that one of the most desirable things in the future is the fusion of all those Departments under one head. What I am most anxious about is that there shall not be created the same diversity of authority in local matters, but that we should be guided by the experience of the past, and avoid the dangers and the difficulties that that experience has indicated.

13,275. You have observed, I suppose, from your own experience at Liverpool and elsewhere that there is sad lack of co-ordination?—Certainly; no one school is carried on on the same lines as another; each school might be the beginning and ending of a system.

13,276. You think that is almost universally the case?—So far as I know, it is universally the case.

13,277. With regard to the north of England that would be your experience?—Quite. Birmingham, probably, would be the only exceptional town, so far as I know.

13,278. Is any effort being made in Liverpool in the direction of a bringing together of the different representatives of different schemes of education?—Yes. Under the influence of the Liverpool Council of Education there has been a drawing together of the educational authorities of the town for a great many years.

13,279. Will you briefly tell us what the Liverpool Educational Council is?—It is a voluntary association of persons interested in education.

13,280. Of all sorts?—Yes.

13,281. Primary as well as Secondary Education?—Primary as well as Secondary. They began with primary education. They began, first of all, with the question of irregular attendance, which was the greatest evil with which we had to deal at that time.

13,282. How long ago was that?—That was in 1873. They came to the assistance of the school board by providing rewards; they supplemented compulsion by attraction. The next difficulty that they dealt with was the absence of a ladder—an educational ladder; they have, to some extent, been the means of providing this want, and with very remarkable results.

13,283. Has this voluntary council acted, then, as a corrective, do you consider, of the want of co-ordination, to some extent?—Yes, to some extent, they have.

13,284. Not to the extent that you wish to see?—They have not, of course, the force behind them that a public authority would have.

13,285. This would be a mutual benefit, then, open to both Primary and Secondary Education, especially in the matter of what you call climbing the ladder?—Not merely that.

13,286. But especially that?—I would hardly like to say "especially that." I think that Secondary Education has a great deal to learn from primary, but I am quite satisfied that primary education has still more to learn from Secondary. The aims of Secondary Education are much the more liberal, while the methods of primary education are much the more perfect. If we could infuse into the teachers of the primary schools something of the liberality and the breadth of view on educational matters of the persons who have had the advantage of a university career, I think that primary education would derive a very great advantage from it.

13,287. But you think that the advantage would be mutual?—Yes. In secondary schools the teachers, though in themselves better cultured than are usually elementary teachers, are far inferior to the latter, both in the art of teaching and in the power of handling numbers. The buildings also, though far more costly in many cases, are much less suitably planned and equipped for teaching purposes than the buildings for elementary schools; time tables are less skilfully constructed; and the due balance between different subjects is less accurately maintained. In all these points, the two systems, if closely connected, would tend to correct each other; but it is in the interest of primary education—a liberal education for the masses of the people—that I think the fusion is most wanted.

13,288. You speak of a more liberal education. I should like to ask you at this point, before we speak of the advantages to teachers, have you liberalised, to any great extent, the primary education in Liverpool even through this moderate contact with the other influences?—The influence of the Council of Education in Liverpool has been undoubtedly very beneficial in this respect, that its examinations, like all other examinations, have tended to dominate the instruction in the schools, and to that extent I think they have distinctly liberalised it. Then the efforts of the school board have been consciously turned in the same direction for a great many years past; they began, in fact, as far back as 1875.

13,289. In what shape did they begin?—It is a little difficult to project our minds back again to the state of things that existed in 1874. I was going to say that in 1874 the education in the public elementary schools was almost entirely confined to reading, writing, and arithmetic; there was a dash, perhaps, of history, but that was amongst the more ambitious schools; the majority of the schools limited themselves exclusively to the primary subjects. That was the first direction in which we attempted to liberalise the curriculum; we introduced drawing, history, geography, and then science.

12,290. Does this obtain in very many of the Liverpool schools?—I should say in all now.

13,291. Have you any development of what is called the higher grade—I do not know whether that is the proper term to use?—Not in separate schools. All the earlier board schools in Liverpool were organised with senio rdepartments.

13,292. Precisely, an ex-standard?—Those departments have grown to contain, in many cases, a large ex-standard. Recently those from

several schools have been grouped together, federated as we call it, into an organised science school.

13,293. And all through those there runs this tendency to what you call liberalisation?—Decidedly.

13,294. Now you speak of the advantage that all this is to teachers; would you describe what you mean by that?—It would open a wider career to the more ambitious and the more able teachers of the elementary class; and it would afford facilities of training for the teachers who are intending to be teachers in secondary schools.

13,295. Do you mean that you would have those teachers passed from one set of schools to the other?—I think that if one authority administered the whole of the education in a given area, it would certainly avail itself, not unfrequently, of the services of trained elementary teachers for part of the work in secondary schools, and would probably afford intending secondary teachers opportunities of gaining experience in primary schools—thus increasing the chances of promotion of the former, and, at the some time, improving the professional qualification of the latter class of teachers.

13,296. It might be right to ask here this question. You would have, of course, a qualification; would you have a similar qualification all round; I mean, would you ask for a degree, for example?—That is a branch of the question that I should like to deal with a little later on if I may postpone it.

13,297. Then you will reserve that. You speak also of the encouragement of more brilliant scholars; you mean, I take it, that they would be able to get up from one school to another?—This is a point on which I should desire to lay considerable stress.

13,298. Perhaps you will kindly do so now?—Whatever higher instruction the great mass of the industrial classes may receive in the day-time must be imparted, it appears to me, in the same schools in which they have received their earlier training. The influence of their old teachers is one of the most potent forces for retaining children at school; and anything which breaks this connexion will, in a large proportion of cases, terminate at the same time the scholar's educational career. Teachers, also, are but human, and it is not to be expected that they will view with favour a system which, without any compensation, deprives them of their most promising pupils, and their schools of the stimulating influence which such scholars exert; still less can they be expected to accelerate the process by advancing clever children in the course of their educational career, in accordance with their ability. Except, therefore, in the cases where brilliant scholars bring distinction upon their old schools, by obtaining scholarships, or where some of the more well-to-do parents remove their children to a secondary school for a year or two, there will be little tendency, so long as there is a district authority for each, for children to pass from one class of school to the other. Such transfer, wherever desirable, would, however, be materially facilitated where both schools are under the same authority, and where their respective courses of study have been prepared with that point partly in view.

13,299. You mean that the authority should determine in what school the child should be?—The curriculum in each school would be laid out for the purpose of facilitating such transfer. The unity of authority would have the effect that each class of teachers would be wanting to please the same authority, and the policy of the authority would, to a large extent, influence the policy of the school.

13,300. Do you think that, in a great place like Liverpool, such an authority could take so very intricate a purview of the affairs?—So close a one—yes, I think it would, certainly.

13,301. So that it would not be left to the caprice, or even to the judgment of a master, as to whether or not a boy should be transferred to

another school?—I think that regulations would be made which would govern the question, and very much facilitate it.

13,302. That the master, in point of fact, would have no personal interest in placing the children otherwise than in the best position for themselves?—I think that such an arrangement would be made as that the master would get the credit for the work that he did in preparing these children, and passing them on.

13,303. Is it your opinion, then, that masters do sometimes retain children in schools when it would be better that they should be taken somewhere else?—I should not like to say that. I think that, on the whole, the action of the masters is distinctly in favour of education. I think it is questionable as to its being an advantage to the ordinary boy to move from one educational institution to another. Change of school is never, it appears to me, beneficial; it is always a hindrance; and can only be compensated by the advantage in the case of the most brilliant of the scholars.

12,304. Then it is for the encouragement of the more brilliant scholars that you think that the scheme which you are formulating would be an advantage?—Distinctly.

13,305. You think that for all these purposes legislation would be needed. That, I think, almost goes without saying?—No doubt.

13,306. Then you are of opinion that comprehensive legislation would occasion less opposition than piece-meal legislation; would you just explain it. You mean to say, I suppose, that it wants a great scheme; that it should not be done by a sort of peddling system?—Precisely. Parliament, for instance, will frequently vote a matter involving millions of money in much less time, and with much less difficulty than they will a very small matter; and I think it is almost universal amongst local authorities that a big scheme is more readily accepted than a small one. But those are only general considerations. I think that there are individual considerations in the present case which point in the same direction.

13,307. What would those individual considerations be?—No doubt the establishment of a single authority to deal with Primary and Secondary Education would necessitate legislation on an extensive scale; but a measure dealing with Secondary Education alone would not be one of very moderate dimensions. It would necessarily be of a highly contentious character, dealing, as it must, with many of the same difficult problems as are raised by elementary education, religious instruction, position of voluntary schools, &c., and all the other questions that rise up again in connexion with this subject.

13,308. In this case do you mean by voluntary schools, private schools?—Not merely so; the existing endowed schools would occupy the same position.

13,309. All schools other than public schools?—All schools other than rate-supported schools. If the measure should attempt to solve those problems, in the same sense as in the case of elementary schools, it would give rise to the same, but more intense, dissatisfaction; if it should propose to settle them on different lines, it would not only be bitterly opposed on that account, but would, at the same time, intensify the objections in other quarters to the present arrangements. Should it propose a separate authority for Secondary Education it would rouse strenuous opposition which would render its passage a matter of no little difficulty, even in a session in which the time of Parliament is not largely taken up with other matters. On the other hand, a comprehensive measure dealing with the whole subject would be free from some of the grounds of objection to a smaller measure; while it scarcely could raise a larger number of contentious points. It would also afford many opportunities of conciliating opposition by the removal of defects in the present system of machinery. I remark here that not even school boards, as a body, are contented with their

present constitution, while almost every educationalist looks upon the rural board as a hindrance to education; the advocates of denominational education are profoundly dissatisfied with the present state of the question, and the friends of unsectarian teaching are by no means entirely satisfied; the supporters of voluntary schools loudly assert that their position is becoming intolerable. On the other hand, there is widespread concern among the promoters of scientific and technical instruction at the manner in which, in many districts, the funds recently provided for the advancement of that work have been wasted or frittered away to little purpose. A Bill dealing satisfactorily with these grounds of complaint would thereby secure the friendship of many persons on different sides who would certainly oppose a less complete measure.

13,310. Do you think that such a very vast and comprehensive measure as this could be formulated and then promulged?—I think it is within the province of statesmanship to do it.

12,311. (*Mr. Cockburn.*) It is within the province of statesmen; but is it within their power, that is the question?—The question is this: A small measure will rouse the most bitter opposition; a large measure may possibly avoid that. Of course, it will be a difficult matter to pass, from its multiplicity of details; but it will not have the same intense opposition that a small measure would have.

13,312. (*Chairman.*) You must have a lofty ideal before the country, if something really of value is to be carried out; that is what you mean to imply?—A big thing strikes the imagination of the people.

AREA OF LOCAL AUTHORITY.

13,313. Very vividly, I should think. Now I think you differ in regard to what may be called the constitution of the local authority, from other members of the School Board's Association, who have been kind enough to come and give evidence before us. In what orbit would your local authority move; would you kindly just tell us that?—You mean, I presume, what would be the district—the area?

13,314. Yes?—It must have a large area, but not too large an area.

13,315. Have you conceived of any area?—Yes, I think so.

13,316. What would your area be?—It must be an existing area; for the purposes of election, and for administrative purposes it should be an existing area. So far as an urban population is concerned the question is simple; almost any county borough would be a district sufficiently large in itself. The difficulty arises of course in country places; there you have a choice between three different areas. I omit the Parliamentary one as it appears to me utterly unsuitable, because the register is based upon an entirely different plan. In the Parliamentary area the electors are exclusively men, and they include lodgers. For educational and local purposes you have no lodgers included, but the electors are not exclusively men. It appears to me, therefore, that you must have one of the existing rural areas other than the Parliamentary. The county appears to me to be immensely too large,—the parish immensely too small; the only choice then is the intermediate area, which is the area of the district council. But the area of the district council may not be sufficiently populous in some places, and there I think that the precedent which was set in connexion with elementary education might come in, viz., that the central authority, whatever it is, should have the power of grouping one or two district areas together for education purposes.

13,317. That you would leave to the central authority to define?—Yes, that is so. They would say, this district has 150,000 inhabitants; that is sufficient for our purpose. Another district council may be in a sparse place, and there may be only 30,000 or 40,000 inhabitants; in that case it would be more advantageous for it to be grouped with another district area than to form a separate one by itself.

CENTRAL AUTHORITY.

13,318. I think I must ask you to state briefly what is your idea of the central authority which should have the delimitation of these areas?—I am afraid I am rather an ambitious person in the matter of the central authority.

13,319. Your measures being heroic all through, will you give us what your intention is here; we must have the whole scheme if we are to do anything so very great?—At present I should be content with the Education Department.

13,320. As it is?—At present.

13,321. No fusion with the Charity Commission?—Yes, I think there should be fusion with the Charity Commission distinctly, but that, I think, is almost a necessity of the immediate future.

13,322. You mean an altered Education Department?—Yes.

13,323. (*Mr. Lyttelton.*) And fusion with the Science and Art Department as well?—Yes, fusion with the Science and Art Department and the Charity Commission.

13,324. (*Chairman.*) At all events you are distinctly not in favour of the Parliamentary area?—I am distinctly not in favour of the Parliamentary area; it would mean a register *ad hoc.*

13,325. Do you not think, if you are going to do anything of so wide an extent as you have been sketching, that even that could be taken into consideration and worked into your measure?—It could be, but I do not think that it is desirable in itself.

13,326. (*Mr. Lyttelton.*) As a matter of practical politics, would you advocate the compulsory formation of this one authority in all districts, or would you leave it as a matter of local option?—You have at present an educational authority all over the country, and I think you should have the same kind of educational body all over the country, and that it should be compulsory.

13,327. The difficulty would be this, would it not, that in some places a certain amount of local jealousy, we will suppose, exists between the primary education authorities and the managers of the Secondary Education; in other districts, very likely, there is greater harmony between them, and there by the formation of one authority a fusion would easily be carried out; but in other districts it would be very difficult to carry it out. Would you wish it to be compulsory on all districts alike?—I should hope that the new authority would not inherit the prejudices of the old authority, and therefore the fact that there had been friction between the existing authority and the secondary schools would afford no objection, to my mind, to a new authority on a broader basis being brought into existence which would not have any of those old traditions.

CONSTITUTION AND FUNCTIONS OF LOCAL AUTHORITY.

13,328. You have, no doubt, formulated in your mind what should be the constitution of this authority; I do not think we have heard it yet?—I should say that in this country we are now absolutely committed to a democratic basis, and it is no use, therefore, having a fancy constitution. Parliament, which is omnipotent, is elected by the uncontrolled votes of the constituencies, and, therefore, the body that can be trusted to elect this omnipotent Parliament must surely be capable of electing a smaller and administrative body. I take it, therefore, that the broad basis of the new body should be the elective basis, but that they should have power, liberal power, it appears to me, to co-opt persons whose assistance and advice the representatives of the ratepayers desire to secure. I think that the body should be a body created *ad hoc*; it should have nothing to do with sewage and all the other purposes for which existing local authorities are called into being; it should be mainly the outcome of direct election, with some provision, for the representation of minorities. It should, I think, have power to co-opt a given proportion of other members, who should have the same power as the elected members on all questions except with regard to the election of co-opted members; in that I should follow the precedent set in connexion with the county councils. I do not think the selection of the co-opted members should be restricted in any way. I think that there should be no preference given (except the preference of the confidence of the constituency) to any persons unless, perhaps, there were some nominees of the Government;

that I leave an open question; I think that possibly the Government Inspector of the district might be nominated by the central authority There should, I think, be no *ex-officio* members; they seldom display a full sense of responsibility, and it is, moreover, not desirable to foster a sense of dignity which is unwilling to submit itself to the test of popular election. In the past, *ex-officio* members have done very little good in the bodies upon which they have existed; they have created an immense amount of prejudice against themselves, which has re-acted upon the classes from which they have been drawn.

13,329. Then are we to understand that the powers which are now exercised by county councils with regard to technical education will have to be abandoned by them?—That is one of the advantages, I think, of a new authority. There is, no doubt, in many places a considerable amount of jealousy, between the body which has to do with the work of primary education and the body which exercises the powers under the Technical Instruction Act. Fortunately we have not that to deal with in the town from which I come, but still I know that it exists elsewhere. The school boards in some of these towns would be very unwilling to bow down before the county council; the county council, on the other hand, would be very unwilling to have its functions transferred to the school board; but neither of these bodies would feel their *amour propre* interfered with in the same way by the functions of both being transferred to another and new authority.

13,330. But is there not this difficulty, that we are hoping to organise Secondary Education, and, while the county council now exercise Secondary Education powers, and the school board exercise primary education powers, you are taking away the Secondary Education powers from a certain body when you are organising Secondary Education?—And conferring them upon the new body especially created for the purpose.

13,331. Do I rightly understand you to mean that the school board would give up their powers over primary education?—I say that the school board should be superseded.

13,332. (*Chairman.*) That there should be one authority?—Yes.

13,333. (*Mr. Cockburn.*) And the other authority should be extinguished?—Yes, by the creation of one authority which should deal with education from the infant school up to the doors of the university.

13,334. (*Chairman.*) You cure their *amour propre* by extinguishing them?—Yes, by extinguishing both of them. Perhaps I might illustrate my point: Before the Act of 1870 there were two authorities which dealt with the Industrial Schools Act: the bench of magistrates and the town councils. There was a considerable amount of jealousy between those two bodies; the town council would have taken umbrage if its powers had been transferred to the bench of magistrates, and *vice versa*; but when the school board, which was an entirely new body then, was called into existence, nobody demurred in the least to the authority under the Industrial Schools Act being transferred to the new body from both alike.

13,335. (*Mr. Lyttelton.*) You look forward of course to a certain class of difficulties that we all of us have in our minds, that is to say, in dealing with charity funds all over the country; and you think that on this new body there ought to be no representative at all of schools or other interests which are supported now by these funds?—Yes; I think it would be inconsistent with the interest of those schools themselves. I think their interests would be better safeguarded by their confiding frankly to the common sense of the community than by their attempting to indicate their own distrust of a power which is inevitably supreme.

13,336. But would this distrust be indicated, supposing that seats on the new body were given to them by Parliament?—But the claiming of that indicates that they do not think they would receive fair play from the representative body, except by being represented upon it; and supposing that the evil arose, they would only have the privilege of being out-voted.

13,337. Then, I think I understood you to say, that in the matter of the curriculum and the co-ordination of schools, this local authority would rather over-ride the schoolmasters?—If you understood me so, I should say that I did not express myself accurately. I do not think that the representatives of the ratepayers would attempt to interfere with a question of that kind without technical advice; they never have done so in the past, even on the smaller scale that exists; they would be certain to seek technical advice; but if it is imposed upon them they will resent it.

13,338. I was speaking more of a detailed matter,—about the passing of a boy from one school to another. If that is to be in the hands of the local authority, would you allow the parents of the child in question to have a voice in the matter?—I am afraid that I have not entirely made myself clear upon that point. All I meant to say was, that, there being a unity of authority, the general regulations would facilitate, instead of retarding, the progress of children from school to school. The passage of a child from one school to another must necessarily be mainly the action of his parent under inducements. A scholarship is an inducement which guides the action of the parent in a transfer from one school to another. The provision of such a thing as that would be naturally an arrangement which would fall in the hands of this authority.

13,339. But you do not contemplate a representation of parents on this authority any more than a representation of teachers, as I understand?—Excepting as they are all members of the community.

13,340. As ratepayers?—Yes, as ratepayers.

13,341. Do you trust the popular voice sufficiently then to look forward to a council being formed, which could really understand educational questions?—I think we must do so. You have to trust the popular vote for Parliament, and Parliament will in the end be the supreme authority in this matter.

13,342. Then there is one more matter: This new authority would do their best, we will suppose, to harmonise the relations between Primary and Secondary Education; do you suppose that they would do that by helping Secondary Education with public funds, and leaving primary education pretty much where it is?—I think primary education, with the exception, as I said before, of a little liberalisation of its aims, is fairly well organised now; but it appears to me that the local authority should have power to subsidise existing schools where such assistance is needed to enable them to reduce their fees to the level of the parents' means; also to advance on adequate security the capital funds required to render such schools fully efficient,—as by the provision of playgrounds, &c. They should also be able to establish such number of entrance, leaving, or other scholarships (with suitable provision for maintenance) as they may find necessary for their respective districts, and should be empowered, where necessary, to provide subject to control by the appropriate central authority, such school accommodation of any description as may be needed for the adequate supply of their district.

13,343. I merely wanted to know this. You know the very great difficulty that exists between grammar schools and higher grade board schools in some towns; there is the difficulty that the secondary school seems to be in danger from the competition of the other. Would you meet that difficulty by giving an equal grant to both?—I think I should leave the local authority to settle that matter.

13,344. You think that we, as a Commission, had better not make any recommendation on that subject, but leave it entirely to them?—Yes, I think so.

13,345. That certainly simplifies some of the difficulties that we have had put before us?—No doubt.

13,346. (*Dr. Wormell.*) Have you levied a technical instruction rate in Liverpool?—No.

13,347. You have then not exercised all the rating powers that you might do there?—No.

13,348. Is it quite clear that any additional rates are wanted for the further development of education there?—If Secondary Education is to be dealt with on a comprehensive basis, yes, distinctly. To begin with, the provision is altogether inadequate.

13,349. In Liverpool?—Altogether inadequate.

13,350. Do you find in Liverpool that middle-class parents are willing still to pay fees for the education in secondary schools such as exist?—Yes, I think so; but our main difficulty in Liverpool is that we are a town absolutely without endowments, and therefore the secondary schools have to be entirely carried on by the result of fees; that means fees which are out of the reach of the means of a large number of persons who otherwise, as in other towns, would have the benefit of Secondary Education.

13,351. And the extensions required could not be sufficiently provided out of the local taxation funds as at present arranged?—I do not think so by many thousands of pounds.

13,352. Then you feel that there must be a new rate n Liverpool?—I should say that for Secondary Education to be adequately dealt with the rate would have to be considerably increased.

13,353. You drew a distinction between the machinery existing and the authority, the personality, I suppose, of the authority. I think you said that the machinery exists, but that the authority does not; you want a new authority. What do you mean by the machinery?—I mean to say that you have a staff of officials all over the country for gathering information. I should imagine that one of the things which must have been borne in upon the Commission is that in all parts of the country the knowledge upon the subject is exceedingly defective; I do not think that any town can tell you what its own needs at the present moment are with regard to Secondary Education; it has not had such an inquiry. With regard to primary education it has and it can tell you almost to a child how many seats are needed for its town; but when you go into Secondary Education you are all in chaos. But you have the machinery now—that machinery which carries out the inquiries with regard to primary education would, in 10 minutes, be available for a similar inquiry with regard to Secondary Education—only it has not been carried out.

13,354. Then you did not refer to the offices—the buildings?—Not necessarily. Of course that plant would be partially useful, so far as it went.

13,355. You do not propose that it should necessarily be handed over to the new authority?—Yes, if the old authority disappears.

13,356. In your opinion has the Liverpool School Board effected all that is desirable for primary education there?—I hope it has a career of usefulness in front of it for many years.

13,357. In many municipalities the municipality, as a whole, is proud of the achievements of its school board is that so in Liverpool?—I think so.

13,358. That being the case, would not Liverpool stand up with the many other municipalties in opposition to a scheme that would destroy the school board?—Not if it put something better in its place.

13,359. An unknown thing?—Perhaps an unknown thing; at any rate its promises are known and its defects are unknown. I think that the new body is more likely to be popular than unpopular to begin with.

13,360. Is it not against the genius of the English people to sweep away a thing that is doing well, in order to put an unknown—possibly a better thing in its place?—I cannot say that it would be an unknown thing. We thoroughly understand elected bodies, and it would be simply putting one elected body in place of another elected body.

13,361. I want to ask you a question about what you said about the time-tables. Were you speaking of the schools in Liverpool when you said that there was a want of balance between the subjects in the time-tables of secondary schools?—Not especially; but I think that the evil is much more conspicuous in higher places than any that exists in Liverpool.

13,362. In mentioning that, did you take account of the great variety that there is in secondary schools, as against the fact that the primary schools are much of one type?—Yes; it is most desirable that that variety should continue; and as little as possible be done to interfere with it.

13,363. In a secondary school, which is, strictly speaking, a classical school, you would expect, would you not, to have a larger amount of time given to classics than one that aims at taking mathematics, science, and history?—Yes.

13,364. That was not the kind of defective balance that you referred to?—To some little extent, yes. I think that a purely classical school would probably be benefited by a little re-arrangement of its time-tables, so as to include more modern subjects and *vice versâ*. I am afraid that my sympathies rather go with the classical side than with the modern side.

ORGANISATION OF TEACHING PROFESSION.

13,365. One question with regard to what you said as to the advantage to teachers of this authority—the unification, so to speak, of the authorities. I understand that you are in favour of breaking down the barrier which at present puts some teachers into elementary schools, and excludes others from taking posts in elementary schools?—Precisely.

13,366. You would have that barrier entirely removed, as dividing teachers into two sections?—Yes. My ideal would be that the teaching profession in the future should be a self-governing profession, on a level with law, medicine, or any other learned profession.

13,367. (*Mr. Cockburn.*) Will you explain, a little more fully, what you mean by self-governing?—Law is governed by a council, elected by itself; medicine, in the same way, is governed by councils formed out of itself, not imposed upon it by Government; and I should look for the time when educationalists would be sufficiently homogeneous to elect a council to be entrusted with their own government.

13,368. (*Dr. Wormell.*) You mean for the purposes of registration?—Yes, for registration, inspection, and a variety of other objects of that kind.

13,369. (*Mr. Cockburn.*) And qualification?—Qualification,—that is to say the method of examination, and such like things.

13,370. (*Dr. Fairbairn.*) But for the medical degrees the medical council does not avail?—But for medical degrees medical authorities examine, and they are not responsible to a branch of the Government,—it is medical men who examine; and I should like to see in the same way teachers examine teachers, and fix the qualifications of teachers.

13,371. But the men who examine for medicine are not always men in the practice of medicine?—That may be. I am not quite sure that my examining teacher should be actually engaged in teaching, but he should be an emanation of the profession, and not somebody who is merely a representative of the Government.

13,372. (*Dr. Wormell.*) With regard to the same point, is it not true that the man who wishes to practise in medicine must have satisfied the medical council, independently of any degrees that he may have?—I wish you would ask me something about law; I know more of that than of medicine.

13,373. I think I understood you to say that you preferred children to go on in the school in which they began as a rule?—Yes.

13,374. You are not in favour of a ladder with many steps along which children can ascend by frequent moves?—I think there is a loss of power by every removal, and it is only those who have a surplus of power in them who can stand it without detriment.

13,375. You said that rural school boards had positively been hindrances to education in some way; will you explain how?—Well, they have studied how not to do it.

13,376. How not to educate?—Yes, how not to educate, and how to evade the provisions which prevent children going to work, we will say, without proper education.

13,377. And if they had not existed, what other body would have done more?—None could have done less; but I think we should probably have had a wider constituency. In a parish, the farmer who wants to employ boys to scare crows gets himself elected by other farmers like-minded with himself, and they make their arrangements accordingly. The boy is sacrificed to the crow in that case.

13,378. (*Chairman.*) Vestrydom in fact?—Yes.

13,379. (*Mr. Fenwick.*) You apparently attach considerable importance to the necessity of having only one local authority for dealing with education in all its branches?—I attach the utmost importance to that.

13,380. Do you contemplate the creation of a new authority, or the utilisation of existing authorities?—I contemplate the creation of a new authority, because there is no existing authority, which to my mind is suitable by its constitution or by its area for the purpose.

13,381. Not even the county council?—The county council I consider to be the most unsuitable body for educational purposes altogether. I think that the way in which they have wasted the funds committed to them under the Technical Instruction Act is a clear demonstration of their unsuitability.

13,382. I did not quite understand,—at least, I do not remember,—whether you have stated your opinion as to what the area of that authority should be?—Yes, I have stated it already.

13,383. Then you contemplate that great advantages would be derived on economic grounds from the creation of one authority for dealing with educational questions?—Yes; I said "economic"; I do not mean by that "economical." I do not mean the saving of money, but the avoidance of mutual jealousy and friction, I do not like the separation of what is essentially one constituency into social lines of demarcation.

13,384. You rather mean the conservation of force?—Yes.

13,385. I suppose you are aware that considerable friction does exist in various large towns and cities with regard to the division of the money that is levied for educational purposes between the various authorities?—Oh, yes.

13,386. And you contemplate that such a scheme as you propose would obviate that friction?—If there is only one authority there it cannot rub against something else.

13,387. There is only one other question that I wish to ask you, and that is with regard to the legislation that is needed. I think you say that a comprehensive scheme would meet with less opposition than piecemeal legislation?—Yes.

13,388. Do you think that a heroic measure is likely to meet with less opposition in Parliament than a measure which was tentative, but less heroic?—Yes, I think so. I think you will find that you cannot touch the subject in a tentative fashion without raising so many bitter grounds of opposition that you would have to drop it. A large scheme, I think, stands a fair chance of meeting with general acceptance.

13,389. You do not contemplate that the introduction of what we might term a heroic measure might lead to considerable delay from Parliamentary opposition,—that is to say, considerable delay in dealing with the question?—No, I do not think so; I do not think as much delay as would be involved in attempting to deal with the matter piecemeal.

13,390. Assuming that that should be the case—that it should be strenuously opposed—do you think that it would be better in the end to persist with the heroic measure rather than deal, if you have to face this opposition, with the question in a piecemeal fashion?—That is my impression; but I do not think that is the alternative. I think you will find that, if a large measure were introduced, opposition would be concentrated upon three or four prominent points; those are the points which would be fought, but they would not be fought as bitterly as a great number of other points would be if you dealt with the matter in a half-hearted way.

13,391. Do not you think that those points would have to be faced in any case?—Perhaps I may put to you the point that impresses me strongly. There is, at the present moment, a great amount of jealousy latent between the authorities of Secondary Education and primary education. The Secondary Education authorities, if they had a separate existence, would attempt to limit the higher education of the great mass of the people in the supposed interests of secondary schools. Now I very much misjudge the democratic constituencies here if they will stand that. And it appears to me that there is danger of rousing a bitter opposition amongst the leaders, we will say, of the working classes against a small measure, which would pass entirely away with regard to a large measure; they would see that their interest was involved in the large measure, and that in the small measure their interests were being sacrificed.

13,392. (*Mr. Yoxall.*) You have said something about a want of liberality and breadth of view in public elementary schools; do you recognise that that is to any extent caused by the operations of the Code and the other instruments of the Education Department?—Yes, to the combined results of a great many things, and very much, I think, to the Code.

13,393. Do you recognise also, in your experience, that as the rigidity of the Code has been relaxed and more freedom has been given to managers and teachers, that want of liberality and breadth of view has become less and less perceptible?—Yes; and as additional opportunities of widening their own culture have been afforded to elementary teachers.

13,394. You recognise that every opportunity for that kind of thing has been taken advantage of as soon as it has occurred, as a rule?—I do not think I should like to go quite so far as that.

13,395. The point I want to put to you is this: from your experience of elementary education you would be strictly opposed, I suppose, to the imposition by the central authority upon the local authority for Secondary Education, whatever the authority may be, of anything like the system that has prevailed in the past, and still prevails largely, at Whitehall?—To be perfectly frank with you in this matter the history of education, during the last 20 years, has been this: reforms forced from the locality upon the central authority, not emanating in any instance from the central authority; and one of the great advantages that I see of the local educational authority is that it would do similar work in future.

13,396. For that reason you would wish to have the one authority as large and powerful as possible in the locality?—Yes.

13,397. And your scheme does not in any degree carry with it the imposition of codes and rigid regulations upon the local authority or upon the teachers in the schools?—I should hope that we should resist to the uttermost any attempt on the part of the central authority to do anything of the kind.

13,398. With respect to your comprehensive scheme, no matter how one may admire a comprehensive scheme or recognise that it is really necessary, still, I do not suppose that you would wish us to infer that a scheme so comprehensive as the one you have sketched is essential and inevitable if you are going to establish one comprehensive local

authority?—No; my scheme at the present moment would be limited to the creation of a local authority, and I would leave it as free a hand as possible.

13,399. Then we are not right in supposing that you proposed that the Bill which should create one local authority should deal also with such thorny questions as further aid to voluntary schools, the non-existence of school boards in certain districts, the increase of the areas of school boards, and such things?—No; it appears to me the non-existence of a school board, its supersession, is involved in the calling into existence of this new authority.

13,400. But the means of existence of voluntary schools, and all the side questions which that one big question involves in it, need not necessarily come into a scheme for the organisation of Secondary Education, need they?—Not necessarily; but I think it is essential that the new body should have very ample powers in that respect.

13,401. You would give them such powers?—Yes, I would give them similar powers to those that a school board possesses now. A school board, at the present moment, is able to vote large sums of money to an industrial school without any limitation whatever, except the will of its constituents—I mean as representing its constituents.

13,402. But the point that I wish to get distinctly from you is this: that you would not propose to defer legislation for the purposes of Secondary Education until a Bill, so comprehensive as to provide for the whole of the powers referred to, could be brought in?—My impression is that if you took the Education Act of 1870 and varied its phraseology a little you would have very largely the measure that would be needed. You must give your authority the powers that it needs, and when you have done that, you may leave it to apply them.

13,403. Supposing that it should be desirable to empower the local authority to levy a rate for the purpose of assisting Secondary Education, do you take it that there would be less local objection to one common rate for all forms of education in the locality than there would be to a new rate separate from the present elementary school rate?—Yes, most distinctly.

13,404. And one of your reasons for advocating one local authority would be that the educational interest of all classes of the community would be represented in one and the same rate?—Precisely.

13,405. You fear, I suppose, from your experience with regard to school boards, that there would be as strong an opposition on the part of the working classes to a special rate for Secondary Education, as there is now upon the part of the other classes to the public elementary schools rate?—Quite as strong, and probably a more effectual one.

13,406. Therefore you would like to combine the two and so nullify both forms of opposition?—Yes.

13,407. And you would take it that the effect of such a combination both in rate, local authority, and general control of the whole work, would be to diminish and almost entirely to remove hostile criticism and local friction?—Distinctly so.

13,408. With regard to co-optation of persons upon the local authority, you are opposed to the co-optation of persons who would go there to represent particular interests and to defend those interests?—Precisely.

13,409. But are you also opposed to the co-optation of persons who might go there partly to look after existing interests, but at the same time to afford to the body special knowledge as well as special interests?—I think that the body, if it had the power of co-opting would have the common sense to select persons who were qualified in the way you mention; but the surest way of getting them excluded, or, if included, of destroying their influence, would be to give them a position of privilege upon that body. Let them depend for their position upon it, upon their

inherent merits, and they will be sure to be recognised by any common-sense local authority.

13,410. I will give you the case of an existing local authority; the council of a county borough which appointed a Technical Education Committee. They might have co-opted upon that committee persons representative of special interests and possessing special knowledge with regard to existing educational institutions in the county borough, but that local authority did not co-opt upon its technical committee any persons possessing that special knowledge as such, and only by accident co-opted upon that local authority one person who was the chairman of the school board, but, even then, not because he was chairman of the school board. Do you not think, therefore, that it would be wise to guard against that being done by other local authorities?—No, I do not think so; I think you must leave the local authority to undergo a process of education—they must gain it by experience. These artificial safeguards would break down in practice and would only cause hostility; you have tried it already. You thought that on the board of guardians you would secure persons of experience by making magistrates *ex officio* members; with the result that the elected members were always in opposition to the magistrates whenever they went there. And if a teacher had a privileged position upon the new authority, his privilege would be that of being always out-voted; he would be there, and his presence there would be resented by the elected representatives. If he is there with their consent his power is immense; but it is absolutely neutralised unless he has their confidence. Now if the authority that you mentioned just now was a body that had no special number of persons to co-opt, they might co-opt one, two, or three. The local authority will not co-opt as a rule unless it is its business to do so; but if it has to elect, say a third of its number, like the county council or the town council has to do, it will do it.

13,411. (*Mr. Cockburn.*) In what way have they to do it?—As aldermen they have to do it. These will be the educational aldermen, and I think that probably the educational body would set an example in that matter to town councils and county councils, and exclude election for mere political purposes.

13,412. (*Mr. Yoxall.*) Let us suppose that it is not possible to obtain one comprehensive local authority for all forms of education, and let us suppose that the power of organising Secondary Education locally shall be vested in the hands of the county council, or a committee of the county council; do you mean to say that you would leave it free to that county council to appoint or not, as they chose, upon that committee for technical and Secondary Education, representatives of the school boards?—Yes, I think I would.

13,413. Then your objection to specially chosen co-opted representatives applies all round?—Yes; the one qualification should be the confidence of the electing body.

13,413. (*Mr. Sadler.*) Supplementing that answer, would you under your proposed constitution, allow a teacher who was doing work under the authority to stand for election on that authority?—I think that that would be a very objectionable principle. I do not think that an employé can be rightly a member of the employing body.

13,414. But if all the chief schools of the district were inspected or aided by the local authority, all the best teachers would, in your sense, tend to become employés?—That is so.

13,415. Then, in view of that, would you not think it desirable that the teachers should have some special representation on your educational body?—No; not other than that which the local authority chooses to give to them. My principle is simply this: that a privileged position means opposition; that instead of a cause being advanced by having a privileged position, it would be retarded by creating opposition from the elected members.

PRIVATE SCHOOLS.

13,416. (*Mr. Cockburn.*) Has it entered into your mind at all where you would put the private schools of the country in your scheme. You are

aware that a very considerable amount of Secondary Education in this country is being given by what may be described as private adventure schools—some of them very excellent in quality.

13,417. Where would you place them?—That, of course, is the crux; it is almost the most difficult question connected with Secondary Education. On the one hand, private schools have been the pioneers in all educational progress; they have been years in advance, in most cases, of the endowed schools.

13,418. What, private adventure schools?—Yes, private schools. I am here as a licentiate of the College of Preceptors; I have been connected with the College of Preceptors for 30 years, and I know more or less the work the college has done. They were the first to institute examinations for teachers; they were the first to introduce inspection of schools; they were the first to introduce examinations of individual scholars; and I think you may say pretty broadly that in every educational movement of the last 50 years they have been five or six years in advance of the public endowed schools. For instance, the examinations of the College of Preceptors preceded the examinations of the Universities of Oxford and Cambridge by four or five years, and the lines which they laid down were very largely followed by the later examinations. So that private schools, it appears to me, have established a very great claim upon the community. Then the reason of their being in advance in that way is not that they are inherently fitted, perhaps, but that they are more closely in touch with the constituency—with the people. They are more responsive to the needs, on the one hand, and on the other hand they are more responsive to the prejudices and fads of the classes who send their children there; therefore you have as many charlatans amongst private schools as you have educational enthusiasts—they are conspicuous in both ways. But with regard to private schools, all that can be claimed for them, I think, is that they should be recognised to the extent of the accommodation which they actually supply.

13,419. Do you mean at the passing of some definite Act; at a particular date to be fixed by the passing of some Act?—No; from time to time, I think. I think you may leave the local authority to do that. The local authority will not want to impose greater burdens upon its constituency than are necessary; and if they are at liberty to recognise private schools which fulfil certain conditions of sanitary and educational efficiency, I think they will generally be willing to do so, and anxious to do so in the interests of economy. Then I am afraid I cannot see my way to suggest that public money should be voted to the improvement of the private schools. They should be entitled, it appears to me, to recognition, but I cannot see my way to recommend that public money should be voted to them for their improvement. Under those circumstances they will always be very much handicapped in the competition with the public rate-aided schools, and it is only as they secure the confidence of the parents that they will be able to exist at all. But I think you might recognise them, for instance, as schools at which scholarships may be held. If a child from an elementary school, we will say, obtains a scholarship tenable at any secondary school, I think an efficient private school might be looked upon as fulfilling those conditions. I am afraid that beyond that it would be almost impossible to go.

13,420. Then when this heroic measure of legislation is passed the existing private schools will have to be recognised?—I think so.

13,421. And admitted as instruments for Secondary Education?—To the extent that they comply with certain standards of efficiency.

13,422. That involves, then, special rights of inspection and examination by the local authority before they are recognised?—By some authority; I am not sure that it should be the local authority.

13,423. Then, having been recognised, would you allow them to count as approved accommodation to prevent the extension of accommodation by the local authorities' own schools?—I am not in favour of restrictions

at all anywhere; I think we have had too much of that. I think that the common sense of the community should be its principal restriction; but, if necessary, would safeguard the private schools by saying, yes, to the extension of competition at the expense of the locality. I do not think the locality would need that restriction, because I think its common sense would put it upon it; but if there wants to be some safeguard I should say, let the unnecessary secondary school be prohibited as much as the unnecessary primary school.

13,424. It seems to me that you are going to give your local authority very considerable power?—I should hope so.

13,425. Almost omnipotent power, it seems to me. What would be left to the governing bodies of existing endowed schools?—The government of their own schools.

13,426. Where would the local authority come in if the goverment of individual endowed schools is to be left to their own existing authorities; what is to be their province?—At present I should leave the transfer of an existing school from its governing body to the newly created education authority to be a matter of arrangement between the two bodies. I should give the education authority power to take over existing schools with the consent of the governing bodies; but I think it would take a hundred years to pass a measure which should compel the transfer of all the endowed schools to the new body.

13,427. Then do I correctly understand that existing private schools are to be recognised as filling the gap for Secondary Education, and that existing endowed schools when their governing body decline to be absorbed, or handed over to the local authority, are also to be recognised as machinery for imparting Secondary Education and not to be interfered with?—That is so.

13,428. Then will you tell me where there will be any room left at all for the local authority to do anything in many districts for Secondary Education, either in the way of co-ordinating it, or controlling it, or seeing that it is good, or doing anything else in connexion with it?—First of all, there are not many places where the schools are in such a flourishing condition that they would not be quite willing to give the local authority a considerable amount of control over them in return for a subsidy. If you take my own town, for instance, we have three large schools, but they have to be self-supporting. I have not the slightest doubt that they would be quite prepared to accept any reasonable regulations from a central authority, and to reduce their fees to extend the area of their influence, in return for an adequate subsidy which would take the place of endowment. By that means, I think, the local authority in most cases would get quite as much power over existing institutions as is at all necessary, or desirable, for the fulfilment of its purpose.

13,429. In addition to the last question that I put to you, would you state your view as to the powers to be vested in the local authority for the purpose of shaping or reshaping, transferring, or dealing in any way whatsoever with the existing endowments of schools?—I should give them power, under the Endowed Schools Acts, of approaching the central authority with a view to setting the powers of those Acts in force for the reconstitution of endowed schools.

13,430. Now, as to the constitution of this local authority, I take it that you distinctly object, on account of size, to the county basis?—Distinctly.

13,431. Have you thought of any county in England which would be too big, when you take out of it all the county boroughs in it?—Yes, Lancashire, my own county.

13,432. Even taking Lancashire, supposing that all the county boroughs which are towns of 50,000 inhabitants and upwards were eliminated, do you think that what would remain of the population would be too big an area?—It would be much too scattered. I should say the same of the

West Riding. We are 50 or 60 miles from one end of the county to the other. There can be no local knowledge on the part of a body that represents such a district. You might as well have it administered by Parliament, as it appears to me.

14,433. I understood you to say earlier that it was not distance, but population that was to be the groundwork, and that you would give the central authority the power, if the population was small, to amalgamate a number of district councils?—District council areas.

13,434. You said nothing then of distance?—The utmost distance that would be involved in that case would be comparatively small—I daresay 10 or 15 miles—there would be nothing like the distance of 60 miles between the north of Lancashire and the south of it. And then the population, grouped together in this way, would be approximately homogeneous. But what connexion is there in Lancashire between the mining populations, in the neighbourhood of Wigan, and the purely rural population in the neighbourhood of the lakes, or the fishing population on the coast. There is no homogeneity at all between them.

13,435. I am afraid I must plead ignorance about district councils; I do not know exactly the area or probable operation of district councils; will you tell me what their populations, as a rule, will be, and their extent in area?—I take it that the equivalent is about the area of the union.

13,436. Of the poor-law union?—Of the poor-law union. A poor-law union in some cases is a very large body, and in other cases it is a smaller one; but they are all fairly large in population, and a grouping of two of them together would probably produce the population, and the similarity of population that would be necessary for this purpose.

13,437. You have four poor-law unions in the city of Leeds; would you have Leeds cut up into four education districts?—No; I would not vivisect a county borough; my suggestion applies only to rural districts.

13,438. Then you think that such an authority could govern the whole of Liverpool with its 600,000 or 700,000 people, and yet that the area of the county authority, which in no case probably would have to deal with a much larger population, would be too big?—Yes, because in the one case the governing body has local knowledge; they are all elected out of a constituency of 700,000, which are all close together; and in the other case you would have persons elected and administering areas with which they had no acquaintance whatever.

13,439. I do not wish to argue the question. I take it that your view is distinctly against county areas, and distinctly in favour of nothing bigger than district council areas, possibly to be multiplied by two or three?—Yes, grouped. The purpose is this: I would strongly object to the multiplication of areas—calling new areas into existence; that has been the mistake of the last 50 years. Up to 1835 our system of local self-government was harmonious and self-consistent. Since that time, with every new want, a new authority and a new area has been called into existence, until in about 50 years we have reduced our local government to chaos; and I think that, even in the interest of education, chaos should be avoided if possible. As you are now getting back to something like a sensible system of local organisation, it would be advisable to follow the lines of one or another of its recognised divisions for educational purposes. The county is too big, the parish is too small. The hundred, as I should like to call it, giving it the good old name, or in the modern name, the union, is the intermediate area; and I would group these together, if necessary. But I wish we could go back and call it the hundred, instead of district council or union.

13,440. You do feel emphatically the disadvantage to education of the present small areas of school boards?—Yes.

13,441. And you think that this arrangement for the district council area would be a great improvement?—Very great.

13,442. And you think that the district council is about parallel with the union?—Yes.

13,443. Are you aware that if you take that as the fact, you will have to provide, in the county of York alone, 61 areas for education, because there are 61 poor-law unions in the county of York?—Exclusive of those in the urban districts?

13,444. Which will not amount to 10?—Leeds will knock out four of them; will it not?

13,445. Yes. Would you have 50 education authorities (not 60) for the county of York?—I should think quite 50.

13,446. Apart from the county boroughs?—Yes, I should think so; the county of York is an enormous area.

13,447. But very sparse in population in many parts?—Yes; and you have the same immense variety of population which we have in Lancashire. You have not the same mining population that we have; but generally the variety is much the same.

13,448. (*Chairman.*) There is some mining in Yorkshire?—Yes; but it is not so essentially a mining county as is Lancashire.

FUNCTIONS OF CENTRAL AUTHORITY.

13,449. (*Mr. Cockburn.*) The next point that I wish to ask you about is this. You spoke about the teachers themselves governing teachers; I think you said, in answer to one question, that you did not want the central authority to come down with any code arrangement or interference. Will you tell me what is to be left to the central authority to do; that is to say, when you have rolled the Science and Art Department, the Education Department, and the Charity Commission into one central authority; that I understand to be your ideal of a central authority, presided over by an education Minister?—At present.

13,450. For the future?—That means for the immediate present.

13,451. Would you tell me what is to be left for them to do, except to decide whether there is to be one district area or two or three?—I think that their principal and most useful function would be in the direction of inspection. I should give them as little interference as I possibly could with the locality. And every alteration of an endowment would require to be submitted to them. I take it also that you would not allow the locality to incur burthens, in the way of loans and such like, without some control from a central authority; but I would leave my local authority with much the same liberty that the school board of a town, at the present moment, has with regard to the Education Department.

13,452. Would you not prefer to put "want of liberty?"—No, I do not. I think that the school boards have, in most instances, not been aware of the powers they did possess. We, in Liverpool, have occasionally enlightened both ourselves and other people on the subject of the inherent power of the school board.

13,453. (*Chairman.*) You would give them schemes, would you not; the regulation of schemes for endowments would come from the central authority?—Yes, quite so; I think that the central authority should have power to compel a local authority to fulfil its duties, just as they can declare a school board to be in default. If the new educational authority neglected to provide the necessary secondary schools for its district, it should be compelled to do so by the central authority and, if necessary, superseded.

13,454. (*Mr. Cockburn.*) Does that imply also the right of appeal being given to a private schoolmaster to the central authority for justice and fairplay, supposing that he conceives that he is being badly treated by the local authority?—I have not thought that out, but I should see no objection to his having an appeal.

13,455. Are you aware that there is an association existing known as the Municipal Corporation Association?—Yes.

13,456. Which is a combination of all the municipal corporations in the country?—Yes.

13,457 Do you imagine that any legislation can be effected in this country which will take away from them their absolute position of control to-day, and the right to impose a rate of a penny, without making a tremendous commotion, which would probably render legislation impossible?— The taking away from them of the funds under the Technical Instruction Act, might create a disturbance at present, simply because they are at liberty to apply those funds to other than educational purposes.

13,458. And in many cases, as you are aware, they are doing so?—In many cases they are doing so. The first step, probably, would be to compel them to ear-mark those funds for educational purposes. They would not be so keen then to retain possession of them.

13,459. Is not that proceeding on a piecemeal line, to quote your own words?—No, we could introduce it all in the same measure, I think.

13,460. (*Mrs. Bryant.*) Does not the love of power count for something?—Yes, decidedly; and if I were suggesting that the municipality should give up that power to an existing authority, there would be very great objection to it; but I think that the whole key to the thing is the bringing in of a new authority with regard to which there is no existing jealousy.

13,461. (*Mr. Cockburn.*) I will leave it there. One more question only: I suppose you admit that Secondary Education will always be for the few, rather than for the many; I mean to say, Secondary Education in the fullest sense of the term; I am not meaning higher-grade education, as given in many of our schools, a little languages, and so on; but genuine Secondary Education will, I suppose, in your judgment, be the luxury of the few?—It is a question of a large few, or a small few. At present it is a small few; I hope it will be a large few.

13,462. It will always be the luxury of a minority?—Yes.

13,463. If the control of Secondary Education is to be vested in an authority elected by the majority who will always, more or less, have little or no personal interest to serve or seek or obtain in Secondary Education, will not that very largely colour the composition of the authority when it is elected?—I do not think experience shows that to be so, because the higher education would be open to every member of the community upon equal terms; the difficulty would, in most cases, simply be that the family is, perhaps, too large for them to avail themselves of it. The one thing that would be needed would be that the parent should be prepared to forego, or be able to forego, the earnings of his child sufficiently long to enable him to go through the educational course. In many countries that is done now. In America, for instance, you frequently find the child of an exceedingly poor person passing through all the educational courses, right up to the university without his parent making any greater sacrifice than that of maintaining the child—doing without his earnings. And you have the same in other countries. In Switzerland you have it; and in Canada. I think experience shows that where there is no line of demarcation, there is no popular hostility to expenditure upon education. In America the expenditure upon education is perfectly amazing. I was in Chicago when it was a place of 500,000 inhabitants—it was then the same size as Liverpool—and I compared the expenditure of the two places upon education. Chicago was spending 300,000*l.* a year; Liverpool was spending, at that period, something like 40,000*l.* to 45,000*l.* a year. But the one portion of the expenditure of an American town which is not grumbled at is the expenditure upon education; and I should be only too delighted to see education in the same position in England as it is in America.

13,464. (*Chairman.*) Do you contemplate free Secondary Education?—That is a question which I should like to leave to any newly-constituted authority to discuss.

13,465. (*Mr. Cockburn.*) That is a very important question. I was going to ask your view as to the self-supporting character or otherwise of Secondary Education?—I think that Secondary Education, if it is to be supported by the rates, must have such arrangements connected with it, either by its being free, or, which is more practicable probably in this country, by an ample provision of scholarships, for all the eligible children of the working classes to obtain the advantages of the secondary schools; it would not be fair to tax them for the assistance of these schools, without placing the advantages of those schools on equitable terms at their disposal.

13,466. Do you look forward, without any fear whatever, to the success of a candidate for election upon this newly-to-be-constituted local authority who was full of strong sympathy for, and made Secondary Education the strongest plank in his platform; do you look forward to his undoubted success if he is to depend upon the votes of such an electorate as you have sketched, the majority of whom can have no interest in that work and little personal benefit?—Yes, I have a sufficiently robust faith in democracy to believe that.

13,467. You have faith enough to believe that also?—Yes.

13,468. (*Chairman.*) At this juncture, I should like to ask you this one covering question: In all this measure of yours you trust the people to carry it out?—Distinctly. In fact, I should make a virtue of necessity; you have got to trust the people because they are omnipotent.

13,469. (*Dr. Fairbairn.*) You have everywhere assumed that a rate would have to be levied for Secondary Education?—Yes, I have.

13,470. Are you aware that to the Schools Inquiry Commission Secondary Education was education that ought to be paid for?—Yes.

13,471. And that the private schoolmasters, representing a very powerful body, say that ability to pay for Secondary Education ought to be the condition of its being given, and that there is a great body of opinion at present existing, even amongst the middle classes, against rates in aid of Secondary Education; how would you deal with these objections?—To begin with, I think that the qualification, in the interests of the nation, for Secondary Education is not being able to pay for it, but having the abilities to make good use of it; that brains are not so very large an endowment of any nation that they can afford to allow a proportion of it to go uncultivated. That appears to me to be the main principle; that it is in the interest of the community that the individuals who have the highest ability should have that ability cultivated. But it does not at all follow that that ability coincides with the financial ability of the parent to pay for the education, and, therefore, I should demur altogether to the Commissioners' views that no person was to receive Secondary Education whose parent could not afford to pay for it.

13,472. They did not say that?—No, they would provide for it by a system of scholarships. I think the principle should be, as regards the annual maintenance of a school, above a school of the third grade, which I would look upon as a higher elementary school—that the school should be self-supporting, but that there should be an ample provision of scholarships to take to it, and to pay it for the education of children from the lower grades of society; and that the capital expenditure should be found by the rates in the first instance. That is what stands in the way of the development of self-supporting secondary schools; they cannot stand the initial capital expenditure. In most cases the provision that exists has been provided to a very great extent by endowment; but where it cannot be provided by endowment I think the necessary supply should be provided by the community.

13,473. You think, further, that since there ought to be unity of rate in aid of elementary and secondary schools there ought to be unity of local authority?—Yes.

13,474. That this local authority ought to be, throughout, responsible to the ratepayers?—Distinctly; either directly, or indirectly through

secondary election by co-option, they should hold their commission from the community.

13,475. You would regard, however, men chosen by indirect election as still responsible to the community?—Distinctly.

13,476. Do you know the constitution of the local authorities on Secondary Education in Wales?—Yes, I think I do; that is to say, I did. At the time when they came into operation I was in constant communication, but my memory is a little bad.

13,477. Wales is a democratic country?—Yes.

13,478. What is the constitution of the local authorities on Secondary Education there?—There are joint committees: they are not the outcome of direct election.

13,479. As for instance: "The representative governors shall be "appointed: seventeen by the county council, one by the council of the "University College of South Wales and Monmouthshire; one by the "Senate of the same college; one by the Governing Body of the Newport "County Borough Schools, established by scheme under the Welsh Act; "eleven by the school managers and scholarship managers herein-after "constituted; one by each body of such managers. The co-optative "governors shall be appointed by the general body of governors"?—The corollary of that is limited power of rating.

13,480. You think that if there is power of rating of an indefinite kind——?—Of an indefinite kind, limited solely by the needs of the community.

13,481. That there must be, as a consequence, direct representation?—Direct representation. I fully concur in what the Schools Inquiry Commission dwelt so strongly upon—that nothing gives such force to a local authority, to an administrative body, as having the community directly at its back. They said then that at that time they would very willingly have recommended an elective local body, but that they did not think that the country was ripe for it then, and accordingly they made certain recommendations which have never been brought into existence to the present day—fancy recommendations—but they indicated in the strongest possible manner their preference for a body which took its authority directly from the constituency; and I think they were right in that.

13,482. We have this body, however, to consider thirdly in its bearing on Secondary Education. You are perfectly sure that a body so elected may be entirely entrusted with the interests of Secondary Education?—I think that they may make mistakes, and they probably will make mistakes, as any other persons; but they are the ultimate court of appeal, and I think that it is as well to go to them direct.

13,483. You did not include Scotland as a country interested in Secondary Education; would you regard it as so?—I look upon Scotland as being the ideal upon this matter.

13,484. You know then that the school boards of Scotland are entrusted with Secondary Education?—Yes.

13,485. Do you know how they have conducted it?—Very well, so far as I know.

13,486. Do you say that as the result of first hand knowledge?—Well, no; I would not like to say first hand knowledge; it is principally taken from school boards probably. My association is with school boards there.

13,487. Then supposing that you have everywhere throughout the country a special body, elected *ad hoc*, how will that affect the constituency in view of the great number of elections that it creates?—Of course that an objection to it, but it is, I think, the less of two objections.

13,488. There are four great elections as it is?—Yes.

13,489. Parish councils, district councils, county councils, and Members of Parliament?—Yes.

13,490. Would you add to these a fifth?—I think the principal objection to adding a fifth is the expense. I take it that the community rather like the elections than otherwise, but they do not like the cost of them.

13,491. Do they like the elections if they come in rapid succession?—Yes; I think the individual ratepayer who votes at all likes to vote, but he does not altogether like the bill when it comes in.

13,492. How would the number of elections affect, for example, the likelihood of getting competent candidates?—That difficulty, of course, is inherent in a democratic system for every question. There is a difficulty in getting competent candidates, we will say, for the town council, and so on; it is inherent in the system.

13,493. It is enormously increased by the number of elections involved?—Yes, quite so.

13,494. Now, where once you have your local authority, you give it functions constitutive as well as administrative, that is to say, the power to constitute as well as to manage schools?—Yes.

13,495. Has it the power to revise schools already constituted?—I should not begin with that to start with; I should leave that to be the outcome of experience.

13,496. At this moment the Charity Commission has the power of issuing schemes?—Yes.

13,497. Would you strictly limit that to the Charity Commission still?—To the central authority. I should say that the central authority should have the power of confirming the scheme; the local authority should be consulted in every instance.

13,498. But who should have the power of initiating and so far framing it as to submit it to the central authority?—I should think, in the first instance, that the governing body of the school affected should be the persons to frame a scheme, and the local authority should be at liberty to criticise and improve the scheme.

13,499. Would that be in harmony with our present method of procedure or our collective experience?—I will put it in this way: at present any number—I think it is 50, or a certain number of the inhabitants of a district, for whose benefit the particular endowed school is intended, may move the Commissioners with regard to a new scheme. I take it that this body, any local authority as representative of the whole of the constituency, should at least have the power vested in any 50 of the constituency; and that therefore they should have the right to set the Charity Commission in motion as it were—and then, having done so, the governing body should be asked to state their views—not necessarily for those views to be conclusive, but out of deference to the work which they have done in the past; then that the local authority should criticise and the Charity Commission should decide—at least the central authority should decide.

13,500. Then you take away your former statement as to the governing body being the initiative?—The governing body should have the initiative in the preparation of the scheme—that is to say, drafting the particular scheme; but the local authority should have the power of setting the Charity Commission in motion, certainly.

13,501. But do you leave the governing body of the school, not the local authority, but the governing body of the school, to be the initiative and drafting body?—Somebody must do this work, and I think that they are the proper persons to do it in the first instance, because, of course, they have the precedents of the school in their hands; but it would merely be a draft subject to revision.

13,502. Did I understand aright in reply to an earlier question that you would include endowed and public schools as voluntary?—Yes.

13,503. Why?—As non rate-supported—that is what I mean.

13,504. That is a definition of "voluntary" that ought to be registered for our guidance?—Quite so; they are voluntary associations; nobody is compelled to belong to the governing body of such a school.

13,505. Nobody is compelled to go on the local authority?—Not at present.

13,506. As already constituted they too would be voluntary in that sense?—As voluntary as that nobody at present is compelled to be a lord mayor; but he can be compelled if necessary.

13,507. (*Chairman.*) Do you call a corporation a voluntary association also?—No, I do not, for the reason that anybody can be compelled to serve upon it.

13,508. (*Dr. Wormell.*) But they cannot dissolve their body and divide the capital amongst them?—No, they are trustees.

13,509. (*Dr. Fairbairn.*) Do not you think that it would be most desirable to have schools which are really the distinctive schools of a district directly in some form in relation to your local authority?—Yes, I should leave the local authority ample powers for that purpose, including the power of subsidy where it is needed, and the power of taking over the school with the consent of the governing body; but I think that you would raise a tremendous hornet's nest at the present moment if you attempted to compulsorily transfer any school to the local authority.

13,510. To the extent that endowed grammar schools, say, in a district remain outside the scheme of Secondary Education, will either those schools or that scheme be satisfactory?—I should not think that they should remain outside. I think that all schools endowed, private, or otherwise, on receiving recognition at all as being part of the educational system of the place should be under inspection—under whatever inspection may be decided upon.

13,511. With inspection, therefore, you give so much control?—Criticism—public opinion—is the force on which I should be inclined to rely to begin with.

13,512. Then, to that extent, you would not exclude them?—No.

13,513. Then, I understand you as qualifying your earlier evidence?—If necessary.

13,514. (*Mrs. Bryant.*) As regards the function of the local authority, I was about to ask what it would be with regard to proprietary schools, more especially the endowed schools with separate governing bodies, as most of them would continue to be for some time. The function of the local authority would be that of inspection; is that it?—No, I think the duty of the local authority should be to see that its district is adequately supplied with school accommodation of the required type. For that purpose, it should have powers of subsidising existing institutions, and it should have powers of creating new institutions. With those powers, I think it would only require patience for all the necessary co-ordination to be produced in the locality. We cannot expect that the want of co-ordination, that has been the outcome of 500 years, can be cleared away in 12 months. It will not be. If it were cleared away, I should have very little faith in the permanence of work so rapidly done; the remedy will have to be a slow process and a patient process. But now, if I may take my own town as an example, what I think the local authority would have to do, would be first of all, by careful statistical inquiry, to ascertain what proportion of the population is suitable for Secondary Education—a question upon which there is the greatest variety of opinions. Next, they would have to see how far the existing provision was sufficient, and they would then be met with this difficulty; not only is it insufficient in quantity, but, by reason of its being self-supporting, it is insufficient in the matter of price. They would have, therefore, to make some arrangements with the existing schools which would

enable them to bring their fees down to the capacity of a larger proportion of the population than at present. In Birmingham they have an endowment of 37,000*l.* a year, with the result that the fees in their secondary schools are not such as to make the schools self-supporting; they do not aim at their being so, but they have an immensely larger proportion of their population at secondary schools than we have in Liverpool. So far as I can ascertain (and I have made a rough statistical inquiry) we have only about 5,000 children in Liverpool, boys and girls together, at any form of secondary school, private, public, or otherwise. I have the figures here. Now I take it that certainly double that number, probably treble, ought to be the number of children for whom accommodation in secondary schools should be provided in Liverpool. I would first of all enable the existing schools to extend their usefulness; then, I would provide at the expense of the rates whatever deficiency was still found to exist.

13,515. (*Chairman.*) How many are there, do you know, in secondary schools in Birmingham?—I am not sure.

13,516. (*Mrs. Bryant.*) Then it would be the duty of the local authority, as I understand it, to register all schools that it approved of; of course it would have to do that?—Yes, all schools. I would not say that "it approved of," but all schools that fulfilled certain statutory requirements.

13,517. That is implied. Is it not also implied in your conception that the local authority should have the power of inspection?—I should not like to say that.

13,518. Or of accepting inspection by some other body?—I think that the inspection should be by an independent body.

13,519. Which the local authority should accept?—Yes.

13,520. (*Lady Frederick Cavendish.*) In ascertaining the proportion of population suitable for Secondary Education (which is your expression, I think), what would your gauge be; would you go by the existing demand in the place for Secondary Education, or would you have some ideal of what it ought to be?—I should have an ideal to be working to.

13,521. Because the places that want it most sometimes demand it least, do they not?—Quite so, and the supply creates the demand, if it is sufficiently persisted in; and that I think is one of the functions of the education authority. I think I may clearly claim that we are creating in our town, within our own functions, a demand by making a supply.

13,522. I think you said some time back—in fact, I think you have said all along—that you were against all privileged representatives; on either body I suppose, central or local?—Yes.

13,523. Would you not make any exception in favour of university representation?—On the central authority, yes: but then I do that on the general principle that what I should like to work towards, so far as the central authority is concerned, is that it should be ultimately representative of the profession, and that, therefore, the representation of universities would be the thin end of the wedge in that respect.

13,524. (*Mr. Llewellyn Smith.*) You said, I think, that if a local authority was in default, and did not provide the necessary secondary schools, you would give power to the central authority to compel it to do so; is that so?—Yes.

13,525. I understood you further, in reply to Mrs. Bryant and Lady Frederick Cavendish, to say that you would entrust the inquiry as to what was the amount of necessary accommodation to the local authority?—Yes, in the first instance.

13,526. Is not that rather inconsistent?—No. I would follow the precedent of the elementary schools in that respect, in which case the local authority reported on the subject to the central authority.

13,527. But then are the cases quite analogous; is there not a definite principle to go upon with regard to elementary education, viz., the simple principle that all children within certain ages must be in school?—Yes.

13,528. Whereas we have no such gauge, and as you say, there are all sorts of ideas prevalent about Secondary Education?—The complexity of this question is borne in upon you at every point, and the simplicity of primary education by contrast is also borne in upon you; but I think you must trust your local authority in the first instance.

13,529. Do you think it is possible to go beyond the point of laying down that it is the duty of the local authority to provide the amount of Secondary Education accommodation which in their opinion is sufficient for the district?—No, I do not think I should leave it unrestricted. I think that they should be called upon to investigate the subject, and submit their report thereon to the central authority, and that the central authority should have a certain amount of control, because they would have the opportunity of contrasting district with district and helping to guide the locality.

13,530. The necessary amount of Secondary Education must be sufficient, not only in quantity, but efficient in quality, and also, I think, you said suitable in price?—Yes.

13,531. That is to say that you would disallow a high fee'd school as counting towards that?—No, I should let it count to the extent that it had actually an attendance; but I would not take any vacant space in a high fee'd school into account. To the extent that it actually is utilised it is clear that its fees are not prohibitory; they are only prohibitory so far as anything beyond that is concerned.

13,532. (*Chairman.*) Do you consider that this local educational authority should have the right to inspect schools that are aided by the rates?—Yes, I do.

13,533. But you do not extend that right to those schools which are not aided by the rates?—No.

13,534. How then would you have those schools inspected?—In common with the others, by the central authority.

13,535. How do you mean, what others?—I mean that the inspection of a rate-aided school by the local authority should not exclude the inspection of that school by the central authority.

13,536. The central authority would inspect all schools?—All schools whatsoever.

13,537. And the local authority would inspect those schools to which they give aid from the rates, because they do receive aid from the rates, and therefore the local authority have the right to see how the rates are being spent?—Yes.

13,538. You are of opinion that representation on the governing body is of doubtful utility?—Yes.

13,539. What do you mean exactly by that?—I mean that if the local authority makes a contribution, say of 1,000*l.* a year towards a school, it is very questionable whether the nomination of a governor for that school is of any value to them at all. I think it is not of value. I think that the mere right of inspection is more valuable to them than being made partially responsible for the very faults that they are there to criticise. If you have a representative on the governing body and then you go and find fault, you are finding fault with yourselves to some extent; and, moreover, the representatives are only one or two, and they can always be outvoted by the other people. Whereas your right of inspection puts you in a much more powerful position. I have known the idea of having to be represented upon all the bodies that they subsidised to actually be a deterrent to the local authority, by reason of the magnitude of the increased labour that would be cast upon its members, from doing the

very work that they were called upon to carry out. If you take a town like ours, for instance (I am not taking it as a sample), you have 60 members on the town council, and you have more than 60 institutions which are being aided. Under the Technical Instruction Act the representation of the locality upon the governing body was to be proportionate to the share which its contribution formed of the whole income of the institution. Our town council stood aghast at the amount of work that would have been cast upon them unless that Act had been amended. So I think you will find that inspection would be a far more satisfactory mode of control than that of nomination of any portion of the governors.

ADVANTAGE OF MIXED SCHOOLS.

13,540. You wish to state your opinion as to the advantage of mixed schools; do you mean schools of boys and girls mixed?—Yes. I understood from the memorandum that was issued by the Commission, that they invited an expression of opinion upon the question of mixed schools.

13,541. And your own mind is thoroughly made up on that matter is it?—My own mind is being more made up every day.

13,542. Does that system obtain very much in Liverpool, in elementary schools?—Yes, it does.

13,543. And does it also obtain in the other schools?—Yes, but not in secondary schools.

13,544. Is it your opinion that mixed schools are desirable—that the mixture of the sexes in the schools is desirable I mean?—It is desirable within the limits of the necessary differentiation of the education of the sexes. So far as the education of the two sexes is parallel, I think mixture is desirable. The only object in separating the sexes it appears to me is, the necessity of differentiation; and I would not separate them more than is essential for that purpose.

13,545. And that point would be educational?—Yes. I do not, for instance, think that there is any male mathematics and female mathematics—that mathematics are different for the sexes; but there are certain things which are.

13,546. Do you mean more technical things?—I think female education has its own specialities, and also that male education has its specialities. I should not advocate absolutely uniform curricula, but I should advocate as little difference as is practicable.

13,547. But speaking generally, wherever it was possible, you would have both sexes (unless it were educationally impossible) educated together?—Yes, I think that the moral advantage of mixed schools cannot be overestimated.

13,548. (*Mrs. Bryant.*) Then the difference turns upon the preparation for the practical purpose of life?—Yes.

13,549. You mean differences of that kind, and not differences due to intellectual peculiarities?—There may be and are, no doubt, differences in the mental calibre of the sexes.

13,550. But you think that the differences which it is necessary to make are differences of a practical character?—Quite.

13,551. Not differences in the subject-matter up to a certain point?—No; I should like them to follow exactly common lines.

13,552. (*Chairman.*) You are of opinion that, apart from great boarding schools, there is little need from an educational point of view for continued distinction between second grade and first grade schools other than classical and modern sides?—I suppose when you speak of great boarding schools you allude to what are called the great public schools.

KINDS OF SCHOOL REQUIRED.

13,553. Yes, would you amplify that a little?—The educational distinction between a second and a first grade secondary school is very trifling—at least amongst day schools—and certainly not sufficient of itself to justify separate provision; it consists mainly in the exclusion of Greek from the curriculum of the former, and corresponds very closely

to the difference between the modern and the classical sides of a first grade school. Any other distinction between the two classes of school is almost entirely a social, or rather a monetary, one—a mere matter of fees and of slightly smaller classes, or of teachers with somewhat higher academic or social distinctions. The division into separate schools, rather than into different sections of the same school, is, I think, to be deprecated both on social and educational grounds. It fosters unworthy social distinctions and prejudices, and it renders more difficult the suitable advancement of brilliant scholars. If a boy of exceptional ability is found in a separate second grade school, it is difficult for him to receive in that school the special training for university work that his talents demand; it is a very much easier thing to pass a boy from the modern to the classical side of the same school. In this, as in other educational matters, I deprecate very strongly distinctions that are not absolutely necessary. I am a governor, as you know, of a school or of a group of schools which consist of a commercial, a middle, and an upper school, the middle being what you may call a second grade, and the upper a first grade school.

13,554. In Liverpool?—Yes; and I think that the distinction between the second grade and the first grade is, as I have said, mainly social and not educational, except to the extent of the inclusion or exclusion of Greek as part of the curriculum.

13,555. Do you think that it would be well if that barrier of social distinction were broken down?—Yes.

13,556. Do you think that it is capable of being broken down in Liverpool, for example?—It would require patience to do it.

13,557. You are aware that in some places it is very strongly marked?—Very strongly marked, and it will die hard.

13,558. Does it arise chiefly, do you think, in the professional classes as against what one may call the mercantile classes?—No, I should say that it exists mainly among the plutocracy—not among the really educated classes.

13,559. Arising out of those infinite shades of grade which exist even in commercial centres with which you are familiar?—Yes.

13,560. And which are very astonishing sometimes?—Yes.

13,561. Would you abolish then one grade, for example; would you abandon the name of one of these grades?—I see no utility in preserving it.

13,562. But you consider that second grade and third grade schools are essential?—Yes, and I wish to emphasise this: a secondary school is, to my mind, no natural continuation, at present, of the primary; it is a distinct thing as matters stand at present, the time has yet to come when the one will lead straight on to the other. Latin is the main basis of distinction between the secondary and the primary school; an average scholar going from a primary to a secondary school finds himself ahead of his school fellows of a like age, in various subjects, but behind them in Latin and kindred subjects, and all the time that remains available to him is occupied in getting a smattering of Latin, which does him no earthly good when he leaves the school. That time would have been far more usefully employed in a third grade school in carrying the scholar on to higher stages of the education that he had been receiving in the primary school. I look upon what you may call the higher elementary school as being the third grade school of the present time.

13,563. I think that is what you said you were developing in Liverpool?—Yes; and others are developing it all over the country.

13,564. But that is your principal development?—We are developing it.

13,565. Not in a distinct school?—No, in a federation of the higher forms of the existing schools.

13,566. And you think that that is the best way of leading up to the other school that we will not denominate just now?—I think it is not desirable that children should pass from the elementary schools to the secondary schools as at present constituted, excepting by virtue of scholarships, that is to say, except in the case of brilliant scholars who will be able to get alongside their school fellows pretty speedily and then have time to go forward to some advantage.

OBJECTIONS TO COMPETITIVE ENTRANCE SCHOLARSHIPS.

13,567. From that point of view do you consider that there are many defects in the present system of competitive entrance?—Yes; that is a point to which I have devoted a great deal of thought.

13,568. Would you kindly give your views to the Commission on that subject?—It is almost a commonplace, with regard to scholarships, to say that they do not get to the right persons; everybody says the same thing, that scholarships simply secure the best prepared, not necessarily the ablest, candidates. I have tried and have hoped over and over again that we might possibly get an experiment on a small scale with regard to scholarships tried in our own town (but the forces have been very strong against it), by which the selection should not so much be made by the actual attainments of the scholar as by his capacity for attainment.

13,569. How do you arrive at that, it is rather theoretical is it not?—It is a very difficult thing indeed to do.

13,570. How can you arrive at a boy's capacity except by what you must consider to be the process of assimilation?—What I should like to do would be to rely upon the self-interest of the teachers on both sides, and also upon their knowledge of the subject. If there is anybody who can tell us the brilliant boy in his school it is the schoolmaster. He judges him by other means than his actual acquirements, he judges him also by his power of acquirement. If you could get the primary schoolmaster to fall in with the scheme I think he would be able to indicate to you the boys who are really best worth the investment of your money; but then of course he would be liable to a great many external influences; he would have the parents coming to him and asking why he has selected Tom Jones instead of their little Harry, or whoever it may be. The scheme that took shape in my mind was whether we could not possibly get an arrangement by which the masters of half a dozen schools would each present the two or three boys whom they considered the most brilliant in their schools—the master of the secondary school being empowered to select, by any method that appeared best to him, the ablest of the boys so presented. It is his interest to get the best boy, and I think that his interest would probably guide his intelligence in the matter.

13,571. Had you a great rush of brilliant boys then in Liverpool?—No, we have never actually tried the experiment; it is a scheme which I have been endeavouring to get into operation.

13,572. We have heard a great deal about the brilliant and clever boy; do not boys develop at different periods of age, and is it quite fair that only those brilliant boys, as you call them, should be put forward, where another boy may be just as useful to the community afterwards, and may avail himself of the benefits of the scholarship afterwards, and perhaps have more sterling power?—Quite so; but unless one were endowed with the prophetic faculty one would have to be guided by the development of the boy at the time one was making the selection.

13,573. But seriously speaking, on your heroic principles, you know, these masters will be prophets?—Yes; but they will only of course be able to argue for the future from the past. Professor George Forbes, I think, carried out with us a test of that kind. He had a class of proposed scholarship boys, who had fulfilled the prescribed conditions as to examinations, and he gave them a lesson which they never had heard before, judging which amongst them showed the greatest capacity by the way in which they responded to that instruction.

13,574. You hold further that there is need for additional scholarships and a general cheapening of Secondary Education in districts insufficiently

supplied with endowments. I suppose you derive a great deal of your conviction on that subject from the fact that Liverpool itself is, as you say, a town entirely without endowments?—That is so.

13,575. Those endowments, of course, you would derive from your rate of which you have spoken?—Yes.

13,576. (*Dr. Fairbairn.*) Does your strong opinion as to the necessity of a rate for Secondary Education spring directly out of your Liverpool experience?—Yes.

13,577. Secondary Education can never be organised or developed in Liverpool without such aid you think?—Without very liberal funds from some source, and I see no other source but the rates.

13,578. (*Chairman.*) It is not likely to come from voluntary contribution?—No, not to the extent that we should require. I am not prepared to run down Liverpool's generosity in the least, but this is a very big work.

13,579. But I may add this to Dr. Fairbairn's question: you have no doubt, have you, that there are other places as unfortunately circumstanced as Liverpool in this regard?—There is no other place of 500,000 inhabitants so circumstanced.

13,580. But other places suffer in the same way proportionately?—Yes, Huddersfield, for example.

13,581. Therefore, it will apply to all such places?—Yes. The total provision, if I am rightly informed, of endowments in this country is only 700,000*l.* a year. I do not think that that is in the least adequate, because, allowing 10*l.* a head, that is only provision for the education of 70,000 persons.

13,582. I observe that you confirm what has been before us in evidence constantly, that separate technical schools are not educationally desirable; have you anything further to say upon that point. You mean, I suppose, schools entirely devoid of the literary element?—Yes, I should look upon those as rather workshop preparation than education.

13,583. (*Lady Frederick Cavendish.*) As they stand now, are you condemning them?—Yes, as a portion of education. I do not wish to say they are not exceedingly valuable; I do not want to underrate the workshop system, I think it is a very useful institution, but I do not call it an educational institution.

13,584. (*Chairman.*) On the other hand, you consider that technical instruction should be intermixed with general education?—That is so.

13,585. What you want is a proportion of the literary and the technical elements?—Yes. Considered in the light of a means of preparation for some definite calling or callings, separate technical schools may, I think, be industrically necessary in some places as schools of law and of medicine are professionally; but so far as it is considered a part of the general educational machinery, scientific and technical instruction (of the kind contemplated by the recent Acts) should, I think, preferably form part of the instruction given by institutions supplying also instruction of a more general character. Exclusive devotion to subjects of this nature, at the comparatively early age at which they must ordinarily be taken up, is calculated to produce a somewhat lopsided mental development. Moreover, it is desirable that this kind of instruction—with the prelimary preparation in the form of kindergarten, manual training, drawing, &c., recommended by the Royal Commission on Technical Instruction—should, wherever practicable, form part of the general education of all classes of the community, and not merely of those destined for industrial pursuits.

13,586. (*Mr. Llewellyn Smith.*) In fact, you would not consider the accommodation in a purely technical school in the marrowest sense as part of the general school supply?—No.

13,587. (*Chairman.*) We now come to a matter of the greatest possible moment to the Commission, and which is one of the great difficulties

PROVISIONS FOR RURAL DISTRICTS.

which they have to encounter. You are of opinion that provision of Secondary Education for rural districts is best made at easily accessible centres?—I am.

13,588. Before I ask any further question, may I ask whether you have had much experience of rural districts. Are you speaking of rural districts in a county like Lancashire, for example?—I will tell you my experience. First of all, when the Welsh Intermediate Education Act was being brought into operation, some of the principal persons engaged in that work were persons connected with Liverpool, and they did me the honour of asking my advice throughout the whole of the initial steps of their movement. That, of course, brought fairly intimately before me the difficulties which existed in comparatively rural districts, and I had to consider them from many points of view. You cannot have in any portion of England much more difficult arrangements to effect than in Wales, because the population is much more sparse there than in a great portion of our own country, and their towns are all small. The difficulty was considerable of organising satisfactory schools.

13,589. That is one source of your experience?—Yes, that is one source of my experience; and then, as a governor of our own schools, I have an opportunity of seeing how, as a matter of fact, an urban population does supply the rural districts round about it.

13,590. But you are well aware that in Liverpool there is ample accommodation by way of railway facilities?—Yes.

13,591. Which makes it very different indeed from other parts of the country?—Quite; but there are few parts of the country that are not near some railway station, and so within reasonable distance of some smaller or larger centre of urban population.

13,592. It is then, as the result of your experience which you have just described to us, that you have come to the conclusion that this provision of Secondary Education for rural districts is best made at easily accessible urban centres?—Yes.

13,593. Now, will you kindly tell us why you think so?—For rural districts, and even for some urban districts, such as those of an exclusively industrial nature (such as Widnes or St. Helens), it would probably, as a general rule, be best, that whatever secondary school accommodation is needed should be provided at some readily accessible urban centre, or that facilities should be provided for students reaching some large centre of population. The educational institutions of Manchester draw students from all parts of the surrounding districts; those of Liverpool are attended by students from such places as Warrington, Widnes, and St. Helens on the one side, and Southport on the other.

13,594. (*Mr. Llewellyn Smith.*) To any considerable extent?—Yes, to an appreciable extent.

13,595. Then the small figure that you gave us for the attendance at secondary schools at Liverpool is still to be diminished by all those?—I will give you some facts on the subject. The number of the children admitted during last year to the Liverpool Institute was 280; of those only 143 were from Liverpool itself.

13,596. If it was all in that proportion we should have to diminish your former figure by nearly one-half?—Yes; that is an exceptional case, of course, but that is a striking figure.

13,597. (*Mr. Cockburn.*) You have very special facilities for locomotion about Liverpool, have you not?—Into Liverpool.

13,598. (*Chairman.*) And out of Liverpool, I suppose?—Yes, but Mr. Cockburn said about Liverpool. Now, there is no town in the kingdom, that I know of, where it is so difficult to get by train from one part of the town to another.

13,599. Have you anything further to say on this point?—Probably the provision of secondary school accommodation in the easily accessible

urban centres thus rendered available for rural districts is superior to anything that could be called into existence in smaller centres of population, and is otherwise more stimulating mentally, by bringing the student into association with larger numbers and greater variety of fellow workers. Where access to a large centre of population is impossible, and the provision of easily accessible local schools is impracticable, it may often be found useful to employ teachers of special subjects to visit in turn several of the larger villages—treating these each as the centre for a certain portion of surrounding country. That is exactly what is being done in Wales.

13,600. Peripatetic teaching that is to say?—Yes. A teacher is to-day teaching French in Ruthin and to-morrow at Rhuddlan, another time he will be at Holywell, and so on. That is the way in which these small centres of pupulation are provided for. In some cases they provide railway fares for taking students from Holywell to Flint, we will say; that is in many instances very probably the best way.

13,601. How do you propose to meet the cost of all this; we understand the system perfectly?—It appears to me that the locality will have to assist. The parents should provide the cost in most instances, but I think they should be assisted.

13,602. You would have that done out of the rates, of course?—Yes, if necessary.

13,603. Is it done in Wales out of the rates?—It is out of the funds at the disposal of the authorities.

13,604. (*Dr. Wormell.*) Would the Liverpool people be willing to rate themselves, do you think, to increase the number of secondary schools which should provide room for children from outside?—I do not think they would be unless the people outside made a contribution.

13,605. Then there is to be a joint rating?—No, not a joint rating, but a contribution from one authority to the other; that we have at present.

13,606. (*Chairman.*) Do you not know that they would not be willing to do so?—Of course they would not be.

13,607. Is it not one of the points in conflict now?—They would not admit Southport children to a rate-aided school in Liverpool without a contribution from Southport.

13,608. And, nearer than that, is it not a fact that they would not admit them from even just outside?—Yes, but I think the localities ought to contribute to the other districts.

13,609. Have you anything further to say on that matter?—No, I think not.

INSPECTION AND EXAMINATION.

13,610. You have said something on the subject of the inspection and examination of these schools wherever they are under the local authority?—Yes, and also for examination; you asked, I think, about examination—whether there should be any new examination. I do not think there should be. I think that the existing examinations are quite sufficient.

13,611. What do you mean exactly by the existing examinations in secondary schools?—Examinations by the universities, the Oxford and Cambridge local examinations, the Society of Arts, the College of Preceptors, and the Oxford and Cambridge joint boards.

13,612. Would you leave all these different media of examination, so to speak—would they continue to exist as voluntary associations?—I am inclined to favour some development and combination of the systems thus spontaneously established by the universities, the College of Preceptors, and others in response to a growing demand. I doubt if the Government would be able for any payment they are at all likely to make to secure the permanent services of officers of sufficient calibre and in adequate numbers for the efficient discharge of this extremely difficult and delicate work. The man who could be sent to inspect Eton would

have to be a man of considerable attainments it appears to me, and they would have to pay him a very large salary.

CONTINUATION SCHOOLS.

13,613. You have spoken of the advantage to be derived from what you may call the general education point of view, from the higher grade or continuation schools, or classes of a similar sort, in order that there may be a considerable advance in the education of the industrial classes; have you anything to add to that statement that has occurred to you during the course of your evidence. Perhaps you may have something that you wish to say further. I suppose that you consider it quite obvious that we must have continuation schools and evening classes and that kind of thing?—By reason of improved methods and increased regularity children in elementary schools now frequently reach at 11 years of age a standard of education that was not commonly attained a few years ago until a scholar was 13; with suitable encouragement, moreover, school life is now not infrequently prolonged till 14 or even 15. Hence arises the necessity for higher grade or, as I prefer to call them, continuation schools or classes which shall be a natural development of the elementary school rather than a part of a secondary one. In Liverpool we have recently tried the experiment of grouping several schools together for this purpose.

13,614. You mean that as the apex of the elementary school system rather than part of the secondary school system?—Yes.

13,615. You have not a very large system of evening continuation schools in Liverpool, have you?—Not a very large system, it is an increasing system.

13,616. You are aware that they have in some places?—Yes, in Manchester they have an enormous number, and in Glasgow they have a large number.

13,617. Are you aware that in Manchester this year they have double the number?—I was not aware of that. That means that they must have 20,000 children.

13,618. I suppose you would consider that to be an evident proof that there is a desire on the part of the industrial classes to avail themselves of such advantages?—Yes, of facilities other than those provided by secondary schools.

13,619. You consider that a remarkable illustration?—Yes.

13,620. And that it is only that the supply regulated the demand?—Yes, we are distinctly finding that to be the case. We had great difficulty indeed a few years ago to get any adequate attendance at evening schools, but by steadily persisting we have nothing like yours in Manchester, but something like 3,000 or 4,000 children where we had not 300 or 400 a few years ago.

13,621. You have not large classes for women and girls, have you?—No.

13,622. Or men?—No.

13,623. But you would be very glad to see such a system, would you not?—Those are provided largely by outside organizations, not by the school board—by the School of Science for instance.

13,624. They would be better in the hands of the school board, would they not?—I think myself all would be better under one authority, as far as possible. I am not here to advocate the school board as a solution of all difficulties, but I am here to advocate an educational body. Before I pass from that question of higher education in elementary schools perhaps I may be permitted to submit to you some statistics which I think will be of value.

13,625. If you please?—They contain information which I have obtained, since I prepared my precis, to show how far the higher education in elementary schools was or was not really competing with the secondary schools. I obtained from the two principal secondary schools in Liverpool particulars of their admissions. As regards the Liverpool College, with

which I am myself connected, I have the statistics of the Commercial School admissions for 1873, 1883, and 1893, showing the sources from which they derived their scholars. In 1873 the number of admissions was 101; in 1883 it was 72; and in 1893 it was 124. Of these, a certain number came from the suburbs, and other districts,—perhaps Mr. Llewellyn Smith would like to have the figures. In 1873, from distant towns, we had 12 children; from the suburbs we had 13 admitted; in 1883 we had 13 from distant towns and 9 from the suburbs; in 1893 we had 17 from distant towns and 25 from the suburbs,—showing that the flow into the town has been increasing. Of the remaining children 76 students were drawn from Liverpool in the first year, 50 in the second, and 82 in the third year. Of these the number of children educated at private schools was respectively 42 in the first year, 14 in the second year, and 23 in the third year; the number educated previously at home was 6 in the first year, none in the second year, and 2 in the third year; the number educated at Church voluntary schools (the Liverpool College is a Church secondary school) was 15 in the first year, 20 in the second year, and 24 in the third year.

13,626. (*Mr. Cockburn.*) That is elementary schools?—Yes, the number educated in other voluntary schools was 2 in the first year, 3 in the second year, and 6 in the third year; and the number educated in board schools was 1 in the first year, 8 in the second year, and 23 in the third year. Now from public elementary schools this last year there were 53 children admitted, as against 18 in 1873. That shows I think that the development of the public elementary school does not tell against the admission of its scholars, at any rate, to the secondary school.

13,627. (*Dr. Fairbairn.*) What is the numerical proportion of voluntary and board schools? I am not asking the relation of the scholars sent in, but of the schools that sent them?—There are about twice as many Church schools as there are board schools in Liverpool.

13,628. (*Chairman.*) Do you mean schools of all denominations?—No; I am taking Church schools only.

13,629. (*Dr. Fairbairn.*) That would require to be added, then, I think, in order to complete your table. We must be able to compare the number of schools sending in as well as the number of scholars sent in?—Yes, might obtain that information.

13,630. (*Chairman.*) Have you got it?—No.

13,631. Perhaps you will kindly furnish it; and these statistics, I think, might really be handed in, instead of reading them?—I shall be very pleased to do so. I can hand them in, but I cannot hand my comments in with them.

13,632. But we want your comments?—With regard to the Liverpool Institute, there the statistics do not go back quite so far, the earliest year for which they have the admissions is 1884–5, and I have compared them with 1883–4. In those schools there were 289 children admitted in the first year, and 280 in the second. Practically the admissions are the same; but the admissions from the suburbs and from the country tell the same tale almost as the other statistics; 33 were admitted from the suburbs in the earlier year, and 77 in the second year, while from the country, distant places, the numbers were 58 and 60 respectively. From board schools, including board schools in the outlying districts—not merely the Liverpool board schools—57 were admitted in the earlier year and 83 in the second year; from British schools, 43 in the first year and 30 in the second year; from Roman Catholic schools, four and two respectively; from private schools, 67 and 53 respectively; not been to school (that is, from home), three and two; from Church schools, 92 and 74; from grammar schools, institutes, &c., and other schools, 29 and 36. This shows, I take it, that their admissions from all other sources have been falling off; but the falling off in this respect has been compensated for by the increase in the admissions from the elementary schools, and principally from the board schools. Now the lesson I derive from that (which I should have

derived apart from the statistics) is that the higher development of the elementary schools does not in the least compete with the secondary schools, but, on the contrary, is creating a material for the use of the secondary schools which did not exist before. It is bringing the children of the masses and preparing them so that, at any rate, a per-centage of them find their way to secondary schools that did not find their way there before; and that, I think, is a point that should be very carefully borne in mind.

13,633. (*Dr. Fairbairn.*) What is the character of the Liverpool Institute as distinguished from the Liverpool College—I mean educational as well as other?—It is a non-sectarian school; that is to say, it is a secular school. It does not profess in the least to give any religious instruction whatever. The college, on the other hand, is a Church school

13,634. (*Chairman.*) A Church school with the conscience clause?—A Church school with the conscience clause—with, at any rate, a practical conscience clause.

13,635. (*Dr. Fairbairn.*) And both are modern?—Yes, these are the commercial schools in both cases. But there is another feature of these statistics to which I should like also to draw attention, and that is the ages at which these children have been admitted. In 1873 the average age at which a child was admitted to the commercial school of the college was 10 years and 8 months; in 1883 it had risen to 11 years and 6 months; and in 1893 to 12 years and 3 months. The Liverpool Institute was about the same. To some extent I attribute that to the indirect effect of scholarships. A child whose parents would remove him ordinarily from a public elementary school to the institute or college, at 12 years of age, when there were no scholarships, is induced to retain that child for another year at the public elementary school in order to qualify him for entry to the scholarship; at 12 years of age he has no chance of carrying off the scholarship in competition with the other children; but at 13, which is the maximum age, I think, at which they are admitted, he stands his chance. Accordingly, the tendency is to retain the child in the public elementary school until the age at which a scholarship is obtainable is passed; and then he goes to a secondary school. Now, on this point in our first year's work at the organised science school, where we grouped our elder scholars together, we had 20 children who left our school to go to secondary schools; that is to say, nearly 20 per cent., I should think—more than 20 per cent., of the number of children who left our school at all, left to go to secondary schools. To the institute five went with scholarships, but eight went without. Those eight had remained to compete. Not succeeding in getting a scholarship they went without; and to the college it was the same thing; one went with a scholarship, but two went without. To the girls' school one went with a scholarship, and one went without. To the nautical school two went with scholarships. So that out of the number no less than 11 out of the 20 went without scholarships, but they had remained to compete for the scholarships.

13,636. (*Chairman.*) I forget whether the fees are the same at the two places, the institute and the college?—Practically they are.

13,637. (*Dr. Fairbairn.*) Can you give us any statistics relating to the literary or classical side of the schools?—No, I am afraid that I have not anything of that kind.

TRAINING OF TEACHERS.

13,638. (*Chairman.*) Now I think we will pass on, if you please, to the training of teachers. You are of opinion that the training of teachers for elementary schools is not the kind of training that will be most suitable for teachers in secondary schools?—That is so.

13,639. In what respect?—The objects are different. A training college is largely a seminary of instruction to the public elementary school teacher, as well as a college for professional training.

13,640. And you think that the teachers of secondary schools only require the latter?—They only require the latter.

13,641. How do you think that that is best provided; do you think that it should be provided by theoretical instruction or by practical, or how would you provide it?—I think they want theoretical instruction and practical instruction.

13,642. How long do you think they should be taught?—With the intelligence of the men and women that are likely to be dealt with, I should think that six months ought to make a very considerable effect. Six months devoted specially to the subject, entirely devoted to it, would, I think, probably give them as much advantage as they are likely to acquire in any period short of a very long one.

13,643. That is both in theoretical and practical knowledge?—Yes.

13,644. You think six months would be sufficient?—I think so. Six months, I notice, was the period which was devoted to elementary school teachers when the course of training was first started.

13,645. Do you mean in colleges, or institutions specially provided for the purpose, or would you avail yourself of existing institutions?—I do not think the existing institutions would do. I think classes connected with the universities, or some seminaries of liberal instruction, would be the best training colleges for secondary teachers.

13,646. (*Mr. Cockburn.*) Do I correctly understand you to say that it is not instruction that they require but training?—Yes, training after they have had a liberal education.

13,647. (*Dr. Fairbairn.*) If you embark on theoretical education, do you not imply a course almost as extensive as a university career?—Yes, but not superadded to a university career. Most of our teachers in secondary schools have had a university career.

13,648. I do not mean that; but is it not the case that, if you give theoretical instruction on a level with university instruction, you require almost as much time to do it in?—The university course, pedagogics, would only be one single subject, and I should think that six months devoted to that ought to make a very considerable impression upon a man whose intelligence has been trained by the university career.

13,649. (*Chairman.*) You presuppose, of course, a high education before they come to this particular training?—Yes.

13,650. You distinguish between education and training?—Yes.

13,651. And you say that there must be a high intelligence and education before they proceed to what you call professional training?—Yes, I am speaking now of our present deficiencies. The deficiencies of secondary school teachers do not lie in the sphere of personal attainments; they are exceedingly good,—probably higher than those of the teachers of most other countries.

13,652. And you attach great importance to this six months' training?—This six months' systematic training.

13,653. You would prefer such a trained teacher to a teacher untrained?—Yes, he will learn more in six months' systematic training of that kind than in two years of practical work in a school, practising upon children.

13,654. That is your firm opinion, is it?—Yes.

13,655. You know, do you not, that you differ from many experts in that?—I differ, I am afraid, on a good many subjects.

13,656. This is part of your system?—Yes.

13,657. Do you wish to add anything with regard to your evidence in general?—I think not.

13,658. As to registration, you would simply, I suppose, say that you would think that the registration of teachers should be universal and compulsory?—Precisely. REGISTRATION OF TEACHERS.

13,659. What do you mean by registration?—I should advocate the formation of a register of teachers, to begin with, including, for the purpose of getting over the initial difficulties, all those who have been practically teaching, or are practically teaching at the time when the register is formed; but that afterwards no further names should be added to that register except after the person seeking admission had passed a qualifying examination in general culture, and also produced satisfactory evidence of teaching capacity.

13,660. And who should be the judge of that?—A council, I should say.

13,661. Elected for this purpose, or this great educational council that you contemplate?—A council elected for the purpose, out of the body of registered teachers. The registered teachers, I think, should elect their own council, and this council would, from time to time, lay down the conditions of registration.

13,662. You would leave it to a council of registered teachers to decide all about registration?—I think so; and also to lay down the conditions upon which the names should be removed from the register, because of course that is as important almost.

13,663. Would you remove as well from considerations of character?—Yes, distinctly.

13,664. Would you remove also with regard to educational qualifications?—Yes. The condition of recognition as a teacher should not only be registration, but also inspection; and, if the result of that inspection is unsatisfactory, continuously unsatisfactory, I think that the council of the teaching profession should be authorised to remove the name of that teacher from the register.

13,665. (*Mr. Lyttelton.*) Would not they have to have charge of a good deal of the training of teachers, too?—I think they would form a very valuable body for that purpose.

13,666. (*Chairman.*) A teachers' education council?—Yes. And I look forward to this registration as the first step towards raising the teaching profession to being a self-governing profession, which I think also itself is a condition precedent to their taking their proper place amongst the learned professions of the country.

13,667. (*Lady Frederick Cavendish.*) I do not quite know what is meant by its being "a self-governing profession"?—The council would lay down regulations for admission, and exclusion, and also it would be the business of that council to take proceedings against any unregistered practitioner.

13,668. I suppose that could not be done without an Act of Parliament, could it?—No.

13,669. (*Chairman.*) But registration, I suppose, you consider is imminent?—Yes, it has been in the air for 30 years, but it has not come out of the air yet.

13,670. I think it will have to go into this Omnibus Bill, will it not?—I should hope that it might precede the Omnibus Bill.

13,671. (*Mrs. Bryant.*) You think it would be an advantage to have registration first?—Yes.

13,672. Are you aware that that is an opinion which is very largely shared by members of the teaching profession?—I suppose it is an opinion which I have myself imbibed from my colleagues in that respect.

THE RELIGIOUS QUESTION.

13,673. (*Chairman.*) Do you think that the question of the religious difficulty need enter into the question of Secondary Education?—Yes.

13,674. Have you thought about that in your measure?—I think that you will not be able to lay down any rules excluding from consideration schools of a denominational character. In this country the bulk of the

provision for Secondary Education that exists is of a denominational character.

13,675. In what sense?—In the sense that it is connected with the Church of England.

13,676. (*Lady Frederick Cavendish.*) The great bulk?—The great bulk of Secondary Education.

13,677. (*Mr. Lyttelton.*) Would you follow the lines of the Endowed Schools Act in the exclusion of certain schools from local control?—Yes, I think I should leave the matter of control of existing institutions to be a matter of arrangement between the local authority and the authorities of the existing schools, following the precedent of the public elementary schools. I think that is an exceedingly wise precedent.

13,678. Do you think it would be wise for Parliament to leave the whole question of the religious difficulty to the local bodies; would you entrust them with that as well as so much else?—The religious difficulty is less acute in the locality than it is in Parliament.

13,679. No doubt. You do not fear on the whole, then, that there might be centres of strife in different parts of the country?—I think the strife is inevitable.

13,680. But then of course the strife might be got over once and for all in Parliament, supposing that Parliament laid down certain regulations, might it not?—No, I think not.

13,681. You think that that would not get over the strife?—No; on the contrary the regulations that Parliament would lay down would be the signal for strife all over the country.

13,682. (*Chairman.*) The communities would fight over them?—Yes.

13,683. (*Mr. Lyttelton.*) You think that if Parliament laid down no regulations the strife would not be worse?—I do not think it would be as great.

13,684. (*Chairman.*) Do you not apprehend at all that the election of the body *ad hoc* might be embittered by the question of the religious difficulty?—You cannot avoid it; it is one of the factors that you have got to reckon with.

13,685. (*Lady Frederick Cavendish.*) You might fight it out?—You must fight it out.

13,686. (*Chairman.*) When you speak of the major part of the endowments belonging to the Church of England, do you take the Church of England in its widest acceptation?—If you refer to the existing endowed schools, yes; I think I may take the two things to be much the same.

13,687. You said both the schools and the endowments?—Yes, I think they are synonymous.

13,688. In what sense do you interpret the nomenclature of "the "Church of England" there?—First of all that the religious instruction forms an integral portion of the curriculum of the school; next, that the official religious instruction given by the authorities of the school is in the doctrines of the Church of England, or that, where there are other teachers, the head of the school must be a person in Holy Orders.

13,689. Are you not aware that in most of the new schemes all that restriction has been removed?—Yes; not with complete satisfaction to everybody, though; and of course you would have to meet that dissatisfaction. I am not now saying what the solution will be, but it is one of the difficulties.

13,690. (*Dr. Fairbairn.*) When you speak of the major part of the endowments of schools as belonging to the Church of England, you are speaking of what exists *de facto* not what is *de jure*?—Yes perfectly.

13,691. You are defining public schools and endowed grammar schools not as national but as ecclesiastical?—Well, as denominational certainly.

13,692. Are you aware of the views of the old Schools Inquiry Commission as to the grammar schools?—I am not quite sure that I directed my attention to the point of their religious organisation.

13,693. You do not know whether you are contradicting their positions or affirming them?—I cannot say that I do.

13,694. It would be well before you, authoritatively as a witness, speak on a matter of that kind, to be thoroughly well informed, would it not?—Yes, but I am afraid I did not look at it from the point of view of what the Commissioners recommended. I am merely looking at it from the state of the facts.

13,695. It is not what the Commissioners recommended but what they recognised as historically valid?—Just so.

13,696. (*Mr. Llewellyn Smith.*) When you say that the bulk of secondary schools belong to the Church of England, do you include, as belonging to the Church of England, schools which formerly had restrictions which have now been removed by the Charity Commission?—No, I should not say that; of course those would have been thrown open.

13,697. That being so, and so many of these restrictions having been removed, do you still adhere to your answer that the bulk is in the hands of the Church of England; would not that qualify it a great deal?—Yes it would qualify it to that extent, that the conscience clause has been introduced; but still the scheme recognises that the religious instruction will be based upon that.

13,698. (*Dr. Fairbairn.*) Which scheme?—The great bulk of the schemes recognise that the religious instruction shall, by the will of the founder, for instance, wherever there is anything of the kind, be in connexion with the Church of England, but that there shall be a conscience clause.

13,699. The great bulk of the schemes, do you say?—So I understand.

13,700. (*Chairman.*) Have you any further observations that you desire to make to the Commission?—I think that exhausts all I have to say.

13,701. (*Mr. Cockburn.*) I have only one question to ask you. Would it add to the probable success of your large measure of legislation, supposing there were included in it a clause which provided for the pooling of all the endowments of England, and then of their redistribution according to the various necessities?—I do not think it would make for its success in passing through Parliament; it might be very equitable in itself.

13,702. I thought you said that the bigger the undertaking the better the chance of success. You do not recognise that?—No, I do not think I should go quite so far as that.

13,703. Would it be a desirable thing to do if we could?—I should think so. I think the way in which endowments have been distributed haphazard over the country is exceedingly detrimental to education.

13,704. (*Dr. Fairbairn.*) I wanted to ask a question relative to the provision of Secondary Education for rural districts. Is it possible to make it over all easily accessible in urban centres?—No, it would not be practicable everywhere, but it would be practicable in a very large proportion of the country.

13,705. For those places where it is not practicable, what have you to suggest?—That the precedent that has been largely followed in Wales should be adopted, viz., that where a scholar cannot go to a common centre the teacher should go round.

13,706. Would you think it possible that teachers of a higher order capable of giving Secondary Education, might be planted in elementary schools in such a district?—I think as a development of elementary schools, yes. I think that there might be classes in connexion with an elementary school; probably the elementary school would form the best meeting place, as it were, at the village for the classes in connexion with those higher teachers. There would be a difficulty, no doubt, in most

country villages, in finding a room or rooms suitable, other than those in the public elementary school, for the meeting of a class.

13,707. But by supplementing the elementary school, might it not be possible to attract to certain selected places secondary teachers?—Yes, I think so.

13,708. Secondary teachers for primary schools?—Yes, you may say secondary teachers for certain purposes in primary schools, or did you mean entirely on the staff of the primary school?

13,709. I mean on the staff of the primary school in order to serve secondary purposes?—I think that would be practicable in many cases, but I do not think it would be universally practicable.

13,710. (*Mr. Yoxall.*) In your remarks with regard to the training of secondary teachers, you seem to presuppose that every secondary school teacher who sought technical training would have before that received an education at least as liberal as that supplied in an ordinary training college?—Yes.

13,711. Are you aware that a great number of secondary school teachers employed in secondary schools at the present time are people of very indifferent education, apart from the technical training, I mean?—Not on the public side of Secondary Education.

13,712. Then your remarks apply to the public endowed schools alone?—Yes, at that time that is what I had in view.

13,713. And your whole view, with regard to the training of secondary school teachers, would appear to refer to the class of men and women who would go to the public endowed schools and the higher secondary institutions of the country?—Yes, but not exclusively. This council which I spoke of, when the teachers were registered, would require proof of intellectual attainments, even with regard to a person going to be a private school teacher.

13,714. But for the present, and for many years to come, you will probably recognise that the great number of teachers now employed, and likely to be employed for some years in the lower class of secondary schools, would require to receive somewhere or other a more satisfactory general education than they possess?—They should have had before they entered the profession, but they are there now; and I am afraid you could not take them out.

13,715. Then would you propose to take a student-teacher in a private school, who has received a haphazard general education, and say that that haphazard general education shall be the general basis for technical training; whereas with the teachers in public elementary schools, you say, no, you must go through an academical training also; would you make that distinction?—No, I would not like to say that. The authorities of the training college would themselves have to be satisfied, I take it, that the students brought with them sufficient attainments, otherwise they would be building upon a rotten foundation.

13,716. Then your remarks with regard to the six months' training apply only to men and women of university rank?—Quite so.

13,717. Then with regard to the others who are not of university rank, do you not think that a day training college would come in for all purposes, technical and otherwise?—Yes, very well.

13,718. And that even those who were men and women of university rank might, for technical purposes, attend the lectures and practising schools of day and residential training colleges; I mean lectures on pedagogics?—Yes, possibly; I think that their special requirements would be better met, either in connexion with day training colleges or by separate university classes.

GRADING OF SCHOOLS.

13,719. (*Mr. Llewellyn Smith.*) With regard to the grades of schools, I understand you to say, that in your opinion, the distinction between the first grade and second grade schools might well be broken down?—Yes.

13,720. The basis of that distinction originally, as you will remember, was the classification of the scholars according to the average age at which they would be likely to leave school?—Yes.

13,721. And that remains at present, does it not?—No, a child leaves the modern side earlier than he leaves the classical side. I think that the leaving age almost coincides with the recommendations of the Royal Commission on that point.

13,722. The leaving age of what?—Of the modern side of a first grade day school, and the classical side. I take it that, on the modern side, a boy seldom remains beyond 18 years of age, but on the classical side he remains until 19, or until he goes up to the university.

13,723. Still a school which kept a boy on to 18 or 19 years of age would be called a first grade school?—The age for a second grade school was said to have been 17.

13,724. 16 or 17?—Yes.

13,725. In future, if your scheme were adopted, the boys and girls who would be leaving at 16 or 17 would be educated under the same roof with those who were going to stop on to a later age?—Yes.

13,726. It has been suggested by headmasters that there would be considerable disadvantage in that plan, arising from the fact that a great proportion of the boys who come into one of these great schools would never have any chance of getting to the top. I do not mean to say that their intellectual abilities would not allow of it, but from the circumstances of the case they would be leaving at a form below the top, and a considerable proportion would never have the dignity and self-government, and so forth, that comes from being at the top of the school. Do you attach any weight to that?—I gather that you mean that if a school were organised so as contemplate their leaving at 17 years of age, the children would be at the top of a school; whereas if they remained at another school they would never be so.

13,727. They would never have the chance of it?—They would never be at the top of the school at all, that is to say. I should think that there is a certain amount of weight in that objection, but I do not think it is a weight which should induce a duplicate system of schools.—because that is what appears to me to be the result. And I think, also, that the social demarcation is a thing to be avoided.

13,728. Putting that aside for the moment, do you think that there would be any perceptible saving, in economy of money, in providing for such education in schools of one type rather than two; would it not, on the other hand, be more expensive?—I should not think that there would be much difference either way.

13,729. Therefore the question of economy does not come in?—The only question of economy would be the question of the head; you would not require two heads, perhaps.

13,730. But your argument really is based on the question of social demarcation?—Yes, and also the educational point. I think that it is far easier to transfer a suitable boy from one side of a school to another side of the school than from one school to another school; moreover, you have a common mind that is interested in doing it in the one case, and you have two minds who are interested in not doing it in the other case. The headmaster of a school, which has both a modern and classical side, is interested in the classical as much as the modern, and in the modern as much as the classical, and in the success of both; and he will naturally transfer, if he can, a suitable boy from one to the other; whereas the headmaster of a second grade school does not want to lose his brilliant boy, to go to a first grade school.

13,731. You contemplate that the different local authorities of different districts should have power to contribute one to another on behalf of scholars who live in their districts and attend schools in other districts?—Yes.

13,732. Do you contemplate that they should be compelled to do so, or should that be left to voluntary negotiations?—I should say that it should be their duty to do so, if necessary.

13,733. But you see no difficulties of organisation in that point?—We have the power now. In connexion with public elementary schools the power already exists of making one district contribute to another in case of necessity. The need does not often occur, as a matter of fact, and therefore the power does not come into play usually in primary education but it would in secondary.

13,734. But the necessity for it would be an argument for a large area with regard to secondary schools, would it not?—Yes, I think that every consideration points to a large area.

13,735. With regard to the conscience clause in schools, you suggest that anything put into an Act of Parliament would be the signal for strife in the country; but you are aware that there is a conscience clause in the Technical Instruction Acts?—I do not think that a conscience clause would be objected to.

13,736. I should alter my question; I mean any provisions in the Act, I understood you to say, with regard to restricting the class of schools which might receive aid?—I think that if it were laid down that no school conducted in accordance with the principles of the Church of England, or the Church of Rome, or say a Jewish school, should receive aid from the rates; if that were laid down as a broad principle there would be considerable disturbance.

13,737. If a sufficiently ill-judged clause were put in, it would be the signal for disturbance; but you do not mean if any clause were put in, do you?—I think that any clause which ruled out a school of a distinctly denominational character would give rise to considerable disturbance.

13,738. In general terms may I ask you, as a matter of fact, has there been strife over the restrictions of the Technical Instruction Act; have you ever heard of any in your experience?—No, not the Technical Instruction Act.

13,739. (*Mrs. Bryant.*) With regard to the distinction between first and second grade schools, I should like to know whether I understood you rightly not to attach any significance to that distinction, except a social one. Do you attach any significance to the difference of fee except as marking social distinction?—First grade schools are able to have smaller classes and teachers of somewhat higher attainments.

13,740. You do not think it is an advantage that there should be, in any system of education, a certain scale of expense, first grade expense, and second grade expense, apart from these other questions of the leaving age and so on, in order that there might be types of education of a more or less expensive kind?—I am afraid I should have to recognise that at present the distinction is inevitable, but I should like as liberal expenditure on second grade education as on first. I should like to have as small classes and as good teachers in the one as in the other.

13,741. But as it would not be possible to have 20*l.* per boy spent on every boy in the community, do not you think it would be desirable that there should be 20*l.* per boy spent on those willing to pay for it?—Yes.

13,742. And 10*l.* spent on other boys?—Yes.

13,743. And so on?—Yes.

13,744. But your proposal to do away with the distinction of first and second grades, appears to me to militate against the existence in the community of any provision for any boy being educated in a more expensive way?—No. I do not think that my evidence was intended to convey the impression of doing away with them. I simply meant to lay down a caution that it was not necessary to call into existence schools of both types separately. It appears to me that where there is a deficiency of accommodation one class of school called into existence by a rate-supported authority would answer all the purposes needed.

13,745. That being the cheaper class?—I suppose it would be the cheaper class, but divided into both modern and classical sides.

13,746. You would take it, I suppose, that in some other way, the wealthier classes of the community would themselves provide the higher type of school?—I fancy that the wealthier classes are quite sufficiently well provided for at present; that really the deficiency applies solely to the classes below the wealthy.

(*Chairman.*) We are much obliged to you for your evidence.

The witness withdrew.

The Reverend Canon EVAN DANIEL, M.A., called in and examined.

13,747. (*Chairman.*) You are a Master of Arts of Trinity College, Dublin, and a Gold Medallist of your year?—Yes.

13,748. And you have been Principal of Battersea Training College for 28 years, which is a Church of England Training College, I think?—Yes.

13,749. You are a lecturer on the practice of education under the Cambridge Teaching Syndicate for 1881, and also lecturer on the practice of education for the College of Preceptors?—Yes.

13,750. And you are also examiner on practical teaching for the University of London and the College of Preceptors?—Yes.

13,751. And you were formerly a lecturer at the Maria Grey Training College, and from 1873 to 1879 a Member of the London School Board?—Yes.

13,752. And you are and have been from its foundation honorary director of the Church Schools Company?—Yes.

13,753. You have been good enough to put down certain points on a memorandum for our guidance. You think that there is need of training for all classes of secondary teachers, and by that you mean not only head teachers, but form teachers and specialists?—That is so.

NEED OF TRAINING FOR TEACHERS.

13,754. Would you give us some information upon those several points?—I should say with regard to head teachers that they must necessarily take some part in the instruction themselves, and therefore they would need the training which is required in common by all teachers; but over and above that they would have the supervision of the whole teaching of the school, and ought therefore to be familiar with the best methods of teaching every subject included in the curriculum. I take it also that the headmaster ought to do something for the training of his assistants, and in order to put them on the right tracks, and to criticise their work adequately he ought to be fairly familiar with the best methods of teaching the various subjects concerned. With regard to form teachers, I think that the need of training for them speaks for itself.

13,755. With regard to head teachers, you say that being called upon to have something to do with the training of other teachers, they should be very familiar with their subjects; but I notice that when you come to the means of training you do not mention among those means of training the teaching of headmasters. How would you bring that in?—I think I have included it under the heading of "concurrent teaching and training "within the schools." I am looking forward to a time when secondary schools shall to a certain extent train their own teachers; indeed, even if we have secondary training colleges, the headmaster might exercise a very salutary influence over young teachers when they first come into the school. I do not propose to say anything about form teachers; I think the need of training for them is obvious; but I should like to say a word with regard to specialists. It might seem, for instance, that if a teacher knew a language he was quite competent to teach that language, let it be French, German, or Italian; but I venture to think that the specialist needs training quite as much as the form teacher or head teacher. No language can be taught as an isolated matter. It has a literature, it has

a history, and the teacher of it ought to have a certain amount of general culture. The principles of teaching which are involved in teaching a language are precisely identical with those involved in teaching any other subject; therefore I think that the specialist, whether in language, science, or whatever the subject may be, should have a general training over and above the special training that he will require for the special subject that he professes. That is the case in foreign countries. Nobody in Belgium, for instance, is allowed to teach a language unless he gives satisfactory proof of general culture. He must have been at the university for a couple of years; he must be a doctor in philosophy, and have passed various examinations showing his general competency to teach, as well as his special acquaintance with the subject that he undertakes to teach.

13,756. You think that that has been rather a shortcoming in English education?—Very great. I think that the teaching of modern languages in particular is most unsatisfactory in this country.

13,757. Probably that is one reason why French and German in public schools are rather disparaged?—Very much, because the modern language teacher has never taken his proper position on the staff, and always been looked upon as somewhat inferior to the ordinary staff, and the boys have naturally taken the cue from their elders.

13,758. (*Dr. Fairbairn.*) Are you not implying not training in your remarks, but, as you say, general culture?—I imply both. I should like to see the specialist required to furnish proof of general culture and general training as well as special training. He will, for instance, have to exercise discipline like any other teacher; he will have to be master of the art of questioning; he will have to cultivate faculty as well as teach the language. I would not have a teacher on my staff who thought only of teaching the language. It seems to me that no matter what the subject, there should be an endeavour on the part of the teacher to cultivate the mind through the subject, and not merely to teach the subject.

13,759. (*Chairman.*) Do you wish that to obtain in science as well?—Yes. A man who taught only chemistry would, I think, be a most unsuitable teacher of chemistry. I go upon the general principle that the child is always of more importance than the subject, and that you can never teach any subject adequately unless you teach the child through the subject.

13,760. Do you think that the science teachers are as deficient in this general culture as the teachers of language?—No, because science in itself is more highly educative, perhaps, even than a language; but I am prepared to say that the science teacher would be all the better for special training. I have known very able scientific scholars who are very imperfect teachers. One of the most brilliant men, whom I ever knew, at South Kensington, could scarcely keep the attention of his class.

13,761. Do you not think that the present science teachers, perhaps, are more gifted with what you describe as general culture, because they have been through the universities, whereas a teacher of languages may not have been?—A great many of them; but there are a great many science teachers who have not been through universities. There is a race of science teachers bred by South Kensington that is not characterised universally by general culture.

13,762. Have you anything further to say on that subject?—No, those are my chief points.

QUALIFICATIONS.

13,763. (*Dr. Fairbairn.*) May I ask what would you require from secondary teachers or teachers in Secondary Education before reception into a training college?—I should like them all to be graduates of a university; I say I should like them to be so, but I have to contemplate, of course, what is feasible, and I know that, for many years to come, secondary teachers will be employed who will not have gone through a university; they are very largely employed at the present moment, more

particularly in the private adventure schools; but even in the old foundation schools you will find a considerable sprinkling of teachers who have never been to any university or passed any university examination whatever.

13,764. (*Lady Frederick Cavendish.*) Are they high in their profession?—No, they are not, as a rule; they are underlings.

13,765. (*Dr. Fairbairn.*) But those, it has been represented, are a distinctly decreasing number?—I do not know where the proof of that is.

13,766. It has been statistically stated. If it be possible to require conditions before registration, would it not be possible to make a university degree a condition?—I am afraid not for many years to come. I would make the passing of some examination indispensable, but I do not think that you could insist upon a degree, at least for the present. You could insist upon it in your own rate-aided schools, but if you are going to allow the present secondary schools of the country, then, I think, you will have to exercise a very large amount of latitude with regard to what you require from the staff. But if a school be maintained out of the rates, or subsidised, then you may stipulate for conditions, and then, I think, it would be well to require that every teacher engaged in Secondary Education should hold a degree.

13,767. How far do you think that the questions pertaining to training, relating to theory or principles of education, could be conducted in a university?—The principles are, of course, the Laws of Mind, the Laws of Body, and we will say Ethics. All these are subjects that are included in the ordinary university course, and so far forth could be taught to students in the ordinary curriculum of the university.

13,768. Then the entire equipment of the training college would very largely be regulated by the principle whether the man came from a university or from a school?—Quite so. Partly also from the fact that students at a university specialise. For instance, the Laws of Mind is a study that is not compulsory upon all students; a mathematical man does not take it up, and a classical man does not take it up, therefore you have no guarantee that the graduate shall be in possession of this fundamental knowledge that he will require for educational purposes.

13,769. (*Mr. Yoxall.*) To impress a point already mentioned, I suppose we may take it that your own knowledge informs you that there does exist in the secondary schools of the country as a whole a very considerable proportion of teachers who do not belong to the university rank at all, but rather belong to the rank of the usher as he was known a few years ago?—Yes, there is a very large proportion indeed of men and women who have been most unsatisfactorily educated. I am now speaking with regard to their general education and not with regard to their special culture.

13,770. Those are persons who have received no definite or hall-marked general education, and no technical training, except as a matter of experience, at all?—Yes, except such training as they get in the schools to which they attach themselves.

13,771. And the problem of training for secondary teachers, therefore, must be considered in the light of the existence of teachers of that kind, and must not be regarded as a matter for the future of university men and women alone?—Certainly; I think we must recognise existing facts. There are these teachers in the schools, and we shall have to consider how we may improve them or how we may replace them.

13,772. (*Mr. Lyttelton.*) You have, I suppose, a strong opinion that natural gifts for teaching are not sufficient by themselves?—A very strong opinion. I quite believe that many teachers have what is called a natural aptitude; but that natural aptitude would be vastly increased and utilised by the aid of a training.

13,773. And that even those who have a natural aptitude almost certainly make mistakes at starting from not having been trained?—

Necessarily, and for this obvious reason,—that whatever a man's aptitude may be he is not born omniscient; he is born with a capacity for learning. He may be of superior capacity, but there is a great deal that every teacher, no matter what his natural gift may be, has yet to learn.

TRAINING THROUGH THE UNIVERSITIES.

13,774. (*Chairman.*) You go on to speak of different classes of secondary teachers who have to be provided for; you specify first graduates of universities that require residence. Would you explain to the Commission your view as to them?—I am contemplating there teachers drawn from universities like Oxford and Cambridge that require residence from their students, as distinguished from universities like Dublin and London, where students may graduate without residence. I make that distinction because it is obvious that the two classes of graduates are placed in totally different circumstances. In the case of graduates of universities not requiring residence, their education would be conducted under totally different circumstances from that of students at a university requiring residence. For the most part, the students, for instance, of a university like London are self-taught; they have never had the advantage of sitting at the feet of distinguished professors of any of those particular subjects which lie at the bottom of education as a science and an art.

13,775. Do you consider that the graduates of universities which require residence have had greater advantages in that respect?—Well, there are professors as I said before, of what we may call the fundamental sciences, upon which the science of education is built. At Oxford and Cambridge, it is possible for a man, if he likes, to attend lectures in ethics or mental science—I will not say in the history of education, because in this country unfortunately there is no such opportunity; but in Scotland he has the great advantage of being able to sit at the feet of professors of education like Professor Laurie or Professor Meiklejohn.

13,776. But I suppose you are aware that there is no such provision at the present time in our own English universities?—None.

13,777. Do you think it desirable that there should be some, that is to say, that if they are to have the advantages of which you have spoken, and to have the other sciences, such as ethics and the rest, surely it must be a great service that they should have been instructed also in the science of education?—I should entirely agree with that, although I think that the same end might be perhaps attained in another way.

13,778. How?—Instead of having a professor of education at a university, or instead of relying exclusively upon him, I should prefer to see colleges set up at the universities for the purpose of training secondary teachers.

13,779. Would you have those colleges residential colleges?—No; I do not think it is at all necessary that they should be residential, but when I speak of a college, I mean an organised institution with a complete equipment of teachers— not merely a professor of education. It seems to me that there will be a good many professors wanted if this work is to be done well.

13,780. Of course you are aware that there are arrangements of that sort made now for elementary school teachers at places like the Victoria University?—Yes.

13,781. You contemplate something of the same sort, I suppose, for secondary teachers?—Yes.

13,782. On much the same lines?—On much the same lines.

TRAINING IN SCHOOLS.

13,783. What would you do with the untrained teachers of both classes already at work?—I am there contemplating the improvement of untrained teachers who are already at work—who have their degree, but still have never received any adequate training; and I think something might be done for them.

13,784. How would you compass that improvement for them?—By requiring that the headmaster should give a certain amount of supervision

to their practical work and instruction in the art of teaching. I have also thought very seriously of the possibility of the employment of a peripatetic master of method, who should go from school to school and give model lessons before the younger members of the staff, and get them to give lessons before him, and offer practical suggestions with regard to their ordinary work.

13,785. And that even in the case of graduates?—Yes; I think graduates would be very glad indeed to receive instruction from an expert in their daily work.

13,786. I suppose you are of opinion that a great deal of harm has resulted in the past from the want of training in pedagogics, so to speak, on the part of those who may be very well suitable in other respects?—A very great deal of harm to education, and certainly a very great harm to the pupils. I also think that untrained graduates find their work needlessly difficult and irksome from want of training. It is a drudgery to them instead of being a delight.

13,787. With regard to the rest, for whom you desire to make some provision, student teachers not belonging to a university, what would you do in their case?—I think they will need two things; improvement as regards their general education, their general culture, and also that special training which all teachers require. I think therefore that some provision should be made for requiring those student teachers to improve themselves in both respects, that a term of years should be given to student teachers within which they would be expected to pass some university examination and also qualify themselves for a theoretical and practical examination in education.

13,788. I suppose by student teachers you mean those at once studying and teaching?—Just so; I am contemplating those young people who are often put on the staff of a school and yet are continuing their studies in certain subjects. Generally they are very ill-paid, and very ill-taught, and their teaching is not worth much, but it is a rude sort of apprenticeship.

13,789. Do you think that it is desirable to extend such a system?—No, not to extend it. I am only contemplating, you will observe, the making the best of what we have. I am not recommending the employment of the student teachers. If you ask me for my ideal of the training of student teachers, I should say, let them be well educated first of all before they take up the work of training at all.

13,790. If you find that they are not particularly well educated, you would improve their education; and if you find that they are not well trained you would give them help in training?—Yes; and then, if they cannot satisfy a certain standard within a certain reasonable time, eliminate them.

13,791. By whom would you have the elimination done?—I would have the elimination done in connexion with some scheme of registration.

13,792. Probably, in that case, you would leave a good deal to the teachers themselves?—Yes, I think that the teachers could agree amongst themselves to fix upon a period, say, of five years, within which all existing teachers should qualify themselves to be put upon the register, leaving out, of course, those teachers of long experience who would prove by the simple fact of their long experience that they were fairly competent to take charge of a school.

13,793. Have you anything to add to what you have already stated; do you wish to enlarge upon it?—I have nothing more to say, I think. I have not prepared myself with any detailed statements; I should prefer following the simple précis that I have put before the Commission.

13,794. (*Mr. Cockburn.*) Would you propose, as regards untrained and student teachers who are at present at work, that the new legislation in this matter should be made retrospective, making it compulsory upon them to qualify, although they may have been working for some time?—I distinguish between teachers who have been engaged in the work of Secondary Education, say, for only a couple of years, and others who have

been engaged for a longer period; and the remarks which I made just now would only apply to teachers who have not been engaged in the work for more, say, than two or three years. I would allow, that is to say, experienced teachers to be put upon the register without passing any examination, provided that they had been engaged in Secondary Education for a certain term of years.

13,795. Do you see any way by which you can surmount the difficulties which those teachers would have in coming now all unprepared, perhaps, financially and in other ways, for surrendering their appointments, and going under a course of training?—I think that some provision might be made for their receiving practical training in their own schools; and with regard to their qualifying themselves for the theoretical certificate, that could be very largely done, I think, by special study—private study. It is not the most satisfactory way of doing it, but we are contemplating the case of students who would not be able to afford the money or the time to go to a university, and possibly would be so placed in country schools that they could not attend such classes as might be established for the training of teachers in large cities.

13,796. I understand that you would be prepared to touch with somewhat tender consideration those already at work, and it may be for two or three years, in comparison with those who might for the future determine that they would go into secondary schools and become teachers?—Quite so; I would treat them very tenderly indeed. I think that legislation should take the form rather of a stimulus to these young people than of coercion.

13,797. (*Dr. Fairbairn.*) Would you propose, as regards universities, that special degrees for teachers should be instituted—that is to say, degrees in pedagogics, corresponding to degrees in medicine, in law, and in theology?—Yes, if there was a practical element in those degrees, but not if they were purely theoretical. The examination should embrace a wide variety of things besides the mere science of education. There ought to be some guarantee, I think, for practical efficiency, not merely as regards teaching, but as regards discipline, and the whole work of the school.

13,798. (*Chairman.*) But you state that, in the after-part of your précis, in the ideal course of training; the question that Dr. Fairbairn asked is rather with regard to degrees of the university than to training?—Yes, I should like to see a degree for teaching just as there is a degree for medicine; but if you ask me with regard to its practical value, I must reply that everything will depend upon the conditions under which that degree is conferred.

13,799. (*Mrs. Bryant.*) Do you mean by a degree a high degree, such as was proposed last year by the Convocation of the University of London, namely, a degree considerably higher than the B.A.?—Yes, not co-ordinate; I think that it should be a step beyond that, as all professional degrees should be.

13,800. (*Dr. Fairbairn.*) And implying the B.A.?—Yes.

13,801. (*Mrs. Bryant.*) You are no doubt aware that the proposal in that case was that the degree should be similar in rank to the M.A. degree, which is very high in the University of London?—Yes; I think that, to have any value at all, it ought to be decidedly in advance of the ordinary arts degree; in fact, it ought to pre-suppose either an arts degree or a science degree.

13,802. Do you think that the present comparatively low standard or comparative simplicity of the examinations, offered both by Cambridge University and London University, has had a deterrent effect, as regards the more able members of the profession?—I do not know whether I am prepared to say that it has had a detrimental effect; it certainly has not an encouraging effect; and I come to that conclusion from my experience. It is not the highest class of teachers who present themselves for examination. I should not like to say anything disparaging of those

who have presented themselves; but as a matter of fact I have never known a teacher engaged in the very highest department of Secondary Education to present himself or herself.

13,803. They are juniors, I suppose, generally?—Mostly—almost invariably. Here I should like to remark that I do notice the greatest difference between the women who present themselves, and the men; and I attributed that to the fact that the women have been trained and the men have not.

13,804. That is at the London University?—Yes.

13,805. Can you tell us what the numbers are; there are more women than men, I know?—Not more than, I think, about nine or ten a year.

13,806. But taking the totals; how many men have you examined and how many women?—A very much larger proportion of women. I should say, as a rule, twice as many women as men.

13,807. Do you put down that difference to the difference of training?—I am almost obliged to do that, because they are all graduates; they cannot take the examination for a diploma unless they have graduated; they have graduated at some university. What, then, is the differentia? As a rule the men are more experienced, I think, than the women; but the women give a thousand indications of superior skill, from simply having been put through a good course of practical training. The men who present themselves do not seem to be familiar with the ordinary artifices at the command of a teacher; they are separated by the very widest gulf in practical skill from our elementary school teachers; their ideal is low. I do not mean to say their ideal of education as a whole, but their ideal of the possibilities of the teaching art.

13,808. All seeming to show that they have not gone through any course of training?—That is it. I do not mean to say that they have inferior powers, but they have never been taught their craft, and the thousand resources with which the expert is already familiar.

13,809. Have you not a little over-stated the proportion of self-taught men in the University of London who are graduates; you seem to imply that the majority of graduates of the University of London were those who had not been in attendance at any course of teaching whatever?—I did not wish to convey that impression. I only wished to draw this distinction; that at a university requiring residence all the students must have sat at the feet of the professoriate; whereas in the case of the London University it is only by accident if they have.

13,810. (*Lady Frederick Cavendish.*) Among this large number of trained teachers, are there not still a large proportion who have not got the gift of teaching in them, and does not that come out even when they have been trained?—That will assert itself to the last; but I have found that even teachers without much natural gift are wonderfully improved by skilled direction.

The witness withdrew.

Adjourned to to-morrow at 11 o'clock.

THIRTY-FOURTH DAY.

At Westminster Hall, Friday, October 12th, 1894.

PRESENT:

THE REV. A. M. FAIRBAIRN, D.D., IN THE CHAIR.

The Hon. and Rev. E. LYTTELTON, M.A.
Dr. RICHARD WORMELL, D.Sc.
Mr. M. E. SADLER, M.A.
Mr. GEORGE J. COCKBURN.
Mr. C. FENWICK, M.P.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.

The Hon. WILLIAM N. BRUCE, *Secretary*.

The Rev. Canon EVAN DANIEL recalled and further examined.

AGENCIES FOR TRAINING TEACHERS.

13,811. (*Chairman.*) May I ask what means and agencies you would use to secure the training of teachers?—I think that at universities, and at university colleges, training colleges might be established for the special preparation of secondary and elementary teachers, side by side.

13,812. Would you propose that this training should be in any way incorporated in the regular curriculum of work leading to graduation?—No, I would have it superinduced upon that work; that is to say, so far as secondary teachers are concerned, I should restrict the instruction that was given to students who had already graduated.

13,813. Then it would be sequent?—It would, and not an integral part of the university training.

13,814. Would you propose that other institutions than those should have this work in hand?—There are independent colleges already engaged in the work, and they are doing it so exceedingly well, that I think it would be a matter for general regret if they were in any way superseded. I have in mind such work as is being done by the College of Preceptors, the Cambridge Training College, the Maria Grey College, and the Datchelor College, all of which are doing very excellent work.

13,815. How would you equip those colleges with staff?—I think that local committees would have to be established, consisting of persons interested in Secondary Education, and largely aided by the university authorities. I think the colleges should be subsidised from some public source, that they should be largely dependent upon the fees of the students, and that they should have a complete staff for the theoretical and practical instruction of the students—not merely a professor of education but a master of method. I should start, perhaps, with the Principal, who would take the complete supervision of the whole work of training, a master of method, and it may be one or two other specialists But I should like to say further, in connexion with that, that I should like to see, if possible, the whole staff of lecturers at the College interested in this work of training, in such a way that when a teacher was giving a lesson, say in history, he would be criticised not merely by the master of method but by the lecturer on history; and if the lesson was in mathematics, I should like to see, side by side with the principal and the master of method, some expert in the teaching of mathematics.

I find that that is very useful in the training of our own teachers. I should say that, when criticism lessons are given, I expect the whole staff to be present, and not merely one or two—I am always present myself, and when the lesson comes to be criticised, I ordinarily call, first of all, upon the students, then, perhaps, upon the master of method; and then invariably upon the specialist on the staff, whose subject is under consideration. Finally, I sum up myself, trying to co-ordinate what has been said by my colleagues, and referring my criticisms, so far as I am able to do so, either to the observance of the Laws of Mind or to their neglect.

13,816. So that you call upon your teacher of theory to supplement it by practical exercises?—Yes, I secure in the criticism of the teachers the advice and criticism of the master who has made education the business of his life; but over and above that I secure for the teaching of a special subject, like history and geography, or language, as the case may be, the criticism of the master on the staff whose special business it is to teach that subject.

13,817. Then would you regard those two agencies as adequate and enough, or would you still further supplement them?—No, I think that is enough. Then you get the expert in the general principles of education and the expert in the special branch of knowledge which is being taught.

STUDENT-TEACHERS IN SCHOOLS.

13,818. Where, and under what forms would you realise concurrent teaching and training?—I am thinking of schools where student teachers are employed, and where junior teachers also are employed who have never had the advantage of anything like systematic training. I can conceive that very much might be done for young teachers by some organised system of instruction from within the school, by the headmaster superintending and criticising the work of the junior teachers, by giving lessons before them, by hearing them teach, and criticising them, and by calling in the assistance of his more experienced colleagues for the purpose of criticising their work. I would like to be permitted to develop my answer upon this point. At present junior teachers are often engaged at a very low salary, and they are left to blunder at their work at the expense of their pupils. I think it would be very much better if they were paid even less, on the understanding that they received from the head teacher something like a professional training. I know it is the case in girls' schools in particular, that young teachers are taken on and paid a miserable low salary, and receive a miserable amount of supervision. I should like to see that entirely reversed. I think young teachers would be content to receive even a smaller salary than they at present receive, if they were sure of getting a careful professional training from their superiors.

13,819. Then you would require a very special training and aptitude on the part of the principal or headmaster?—Yes. You would remember that I started with the assertion that I thought head teachers had to be equipped for their work quite as much as form teachers and specialists.

13,820. And you would place in that way the principal, or headmaster, as much in relation to his student teachers as to his forms?—Yes, certainly; otherwise he is not a headmaster, but *primus inter pares*; he is merely a co-ordinate member of the staff if he does not exercise some sort of supervision, control, and criticism over his colleagues.

13,821. In what relation would you wish to see these places of concurrent teaching and training stand to the training colleges?—In the case of university colleges, planted in great centres of population, I can conceive that it would be a great advantage for many of the young teachers who are engaged in Secondary Education to attend courses of lectures that were held at the secondary training college in connexion with the university college; more particularly if those lectures were delivered in the evening, or on Saturdays, in a way that would suit the convenience of acting teachers.

13,822. Would you have the schools where that concurrent teaching and training goes on placed within reach of the universities or university colleges?—There would always be, from the nature of the case, secondary schools in fairly convenient proximity to university colleges. Take the case of a large town like Manchester, Liverpool, or Birmingham; there must be a large number of secondary schools whose teachers could conveniently attend the local university college.

13,823. How far do you think the principle of peripatetic teachers of method practicable?—It is a *pis aller*. I do not recommend it as a counsel of perfection, but it does seem to me that a great assistance might be rendered to the young teachers in secondary schools who have never had the benefit of training, and perhaps are too far away from universities or university colleges, to get the assistance which we have been contemplating. They would be greatly assisted if a peripatetic master of method visited the schools, heard them teach, and criticised them, gave model lessons before them, and, it may be, occasionally delivered a lecture on the principles and practice of teaching. Such masters were formerly employed in connexion with elementary education, and rendered very valuable service. I am now going back to the time between 1840 and 1860, when there were not very many trained certificated teachers in the country, and when organising masters, as they were then called, were sent out, who used to visit the schools in a given area, and occasionally in holiday time bring the teachers together, and give them courses of lectures and teach before them.

13,824. (*Mr. Yoxall.*) You said that a method of training secondary teachers would be the establishment of training colleges side by side with elementary training colleges; did you mean as another branch of the same institution?—No, I did not wish to convey that impression, but colleges where elementary and secondary teachers could be trained side by side.

13,825. Does your experience lead you to suppose that that is quite practicable?—Quite practicable.

13,826. As well as advisable for other reasons?—Yes, it seems to me that the principles of education are the same for all grades of education, and that whatever differentiates the work of the secondary teacher from that of the elementary teacher might be very easily dealt with without separate institutions for their respective training.

13,827. At any rate, we may take it that there is no difficulty whatever in conveying the purely pedagogic side of training to teachers of both classes of schools by the same methods, and in the same institutions?—None.

13,828. (*Dr. Wormell.*) If I understand you rightly, you think that opportunities of training for secondary teachers should be afforded in connexion with universities and university colleges chiefly?—Yes, as giving most promise of doing the work well. I should be very glad if there were voluntary agencies to take the work up, but I do not think, as regards Secondary Education, that we can trust to such agencies.

13,829. The need of variety in the schools of observation open to students, is greater in regard to secondary teachers than primary; is that so?—Yes, I should think so; and for this reason: that there is a greater variety of secondary schools and of curricula of teaching than is the case with elementary schools. The elementary school programme is restricted to a limited number of subjects, and is pretty well uniform for the whole country whereas, in the case of secondary schools there is an infinite variety.

13,830. Then you would agree that it is more important, if we are to have training colleges for secondary teachers, that they should be situated in large towns than it is in regard to those for primary teachers?—Yes, certainly.

13,831. I think you have lectured for a long time on the theory and practice of teaching in connexion with the College of Preceptors?—Yes.

13,832. And you are still lecturer at the present time?—Yes.

13,833. Have you had any opportunities of judging whether the skill of the teachers who attend such lectures has improved in consequence of the lectures?—I have not, in connexion with the lectures that I have delivered at the College of Preceptors, but I have elsewhere. I have every reason to believe that the students have benefited very much by the lectures. In the first place they have told me so; they have told me that in their daily work they have been assisted; and I know that head teachers, headmistresses, and headmasters have shown the greatest anxiety to have their assistants attend the lectures, and sometimes have attended themselves, to set them a good example.

13,834. And the students who attend do so voluntarily?—Quite voluntarily. They have to pay for the lectures.

13,835. So that that fact is an evidence that the lectures are found to be practically of use to them?—Yes, I think so.

13,836. (*Mr. Lyttelton.*) I hope I am in order in asking how you yourself first obtained the knowledge requisite for lecturing on these subjects?—That is a somewhat long story. I must go back to the days when I was a pupil teacher. I served a five years' apprenticeship in an elementary school and got some knowledge of the practice of education in that way. I next came to Battersea as a student, where I was under the Rev. S. Clark, who took a great interest in education, both as a science and as an art, and from whom I received very valuable instruction. In my third year (I was a third year student) I took up education as a speciality. The curriculum for the third year, in those days, required that the student should take up the study of mental science in connexion with the practice of education, and I remember, as a third year student, having to write an essay on a subject (which will give you an idea of the kind of training to which I was subjected); the theme was the "principle of veneration in the formation of character." I was early appointed principal, and I was compelled to pay great attention to the subject. I was not satisfied with the work done in the practising school, or with the lectures given in method, and, for a not inconsiderable period, I gave the lectures myself. I ultimately gave up the practice of lecturing myself, because I found that the principles which I laid down in the lecture-room were not always carried out in the practising school, and I thought it most desirable that the lectures and the practice should be in thorough harmony. Ultimately I was fortunate enough to secure a headmaster of the practising school, who was also capable of giving lectures in method; but I never lost my interest in it; from the first day that I was appointed principal I always attended the criticism lessons myself, and in connexion with the criticising of others, I learnt a great deal for myself. At first I found that when the staff was called upon to criticise the lessons, they had no fundamental principles to rest their criticisms upon. A. gave his opinion and B. gave his, and very frequently we were all in conflict; but I felt sure that there were definite fundamental principles that could be ascertained if the subject were thoroughly investigated, and, by degrees, I believe we have arrived at certain fixed principles which enable us to give our criticisms more of a scientific character. All the time I was writing upon education for one paper or another, I was lecturing upon it, and I have had the subject therefore, practically and theoretically, before my mind for the last 30 years.

13,837. I was wanting to arrive at some notion, if possible, as to how a hard-worked headmaster, we will suppose, of a grammar school, who has to superintend not only the teaching but every department of the life of the school, may be supposed to be able to get up sufficient knowledge of the subject to be of any use to his assistants?—When I started this particular work there were no such books accessible as are to be had

now. I fancy that the headmaster, with the assistance of half a dozen well-chosen treatises on the subject, and with the opportunities of observation afforded by his own school and his own individual practice, might very speedily qualify himself for this work. A lifetime would not be too much to equip him for it; but if he is in downright earnest about it in the course of a few years I think he might do very efficient work in connexion with his own staff.

13,838. Do you think that there would be any serious difficulty in the matter of expense falling upon the students?—I hope that the position of secondary teachers will be so greatly improved under any system of Government Secondary Education that may be established, that it will be well worth their while to invest a little money on their own educational training in anticipation of the reward that will come.

Utilisation of existing Training Colleges for Primary Teachers.

13,839. (*Mr. Cockburn.*) Have you any idea as to whether the existing training colleges for elementary teachers could be utilised as part of the machinery for secondary teachers?—Those of them that are conveniently situated in large towns might, I think, have classes for day students; but I do not think it would be desirable that, in residential colleges, the two classes of students should be trained side by side. I think there might be some inconveniences in training together secondary teachers and elementary teachers under the same roof and receiving courses of education widely divergent. Of necessity the students in an elementary training college must spend a great deal of their time in acquiring general knowledge and general culture; but we must assume, in the case of secondary teachers, that that has been acquired elsewhere. Then as the secondary teachers are only pursuing the practical and theoretical side of their work whilst the elementary teachers are going through a much wider and more general course, I think there would be other practical inconveniences. But in the case of day training colleges, where there is no residence, I see no reason why in one of the present elementary training colleges they should not have classes for secondary teachers. That has been the case at the Home and Colonial Training College for many years; there has been a class there for secondary teachers for the last 30 years.

13,840. Is it not the fact that in many of the residential training colleges to-day they are taking day students, and is not that tendency increasing?—I do not know of more than one residential training college which is doing so.

13 841. You mean Whitelands?—Yes, that has day students; there may be more.

13,842. There are more than that certainly?—But certainly not of the men's colleges; I do not know a single case. St. Mark's has none; Borough Road has none; Westminster has none; and we have none. But it is not that we object to day students; it is that we really cannot accommodate them. Our lecture rooms were of course constructed all in scale; it was intended that we should train, say, 110 students, and all our rooms were constructed with a view to that number. If therefore we were to take in outside students, who would form a day college, we should be put to certain inconvenience; we should not have class rooms, or lecture rooms sufficiently large for them. But I have no objection to outside students *per se*. I know that some of my brother principals thought it might be objectionable, on the score of discipline, to have some students resident, and some non-resident. I leave you to imagine on which side they thought that mischief might arise.

13,843. (*Mr. Yoxall.*) But if we can suppose that permission were obtained to extend the existing institutions for the residential training of elementary school teachers, for the purpose of admitting other teachers, do not you think that there ought to be some machinery of that kind provided for those secondary teachers who would not be classical masters, or high mathematical masters in secondary schools, and would not be university men at all, but who would teach the lower forms of secondary schools and require very much the same kind of education and training as

are required by the certificated teachers?—Yes, it might be advantageous, and yet, I think, not highly desirable. I should be very sorry if any teachers were trained to be hewers of wood and drawers of water. I think that every teacher who is engaged in Secondary Education should be, as far as possible, equipped in such a way as to enable him to rise to the very highest position in connexion with Secondary Education. If you have a class of men who are doomed, by the education that they have received, to be nothing more than ushers all their lives long, you will be doing a great injury to Secondary Education.

13,844. But you recognised yesterday, in your evidence, that there were considerable numbers of teachers existing in secondary schools who are not men or women of university rank, and whose general education was not so complete as it well might be; and to those the proposal that the secondary teacher's technical training should follow a university training could not apply at present at any rate?—That is so.

13,845. Supposing that organisation of Secondary Education takes place, and one portion of it is to be training for secondary teachers, what will you do at once—and for many years to come at any rate—with the class of teachers to which I just now referred; will not you endeavour to provide for them either separate residential secondary training colleges, or a place in large residential elementary training colleges, so that they may have, at least, liberalised education, if it comes short of that of university range, together with the technical instruction, such as a certificated teacher now brings to his work?—I sympathise very much with the position of those teachers, and I would do all that could be done for them by providing lectures and any other assistance that might be thought desirable that would help to equip them better for the work of secondary teaching; but I think that there would be great practical inconveniences in having under the same roof students who were receiving education so widely divergent as that of a secondary and an elementary teacher. You must remember that they would require, to a large extent, separate lecture rooms, separate class rooms, separate staff, all of which constitutes a great practical difficulty. Theoretically, what you suggest seems to me very highly desirable, and I see no objection to it whatever; but, as a matter of practical working, I do think that it would be found that you could not to any very large extent, at any rate, train secondary and elementary teachers in the same residential colleges.

13,846. What would be the difficulty in admitting secondary teachers who had not gone through a university course to those classes at your training college at Battersea where you now prepare students for the matriculation and intermediate examinations of London University?—None, except so far as space is concerned.

13,847. You are aware that several of the leading training colleges (your own, of course, among them) are now laying themselves out for the fuller education of many of their students?—Yes.

13,848. With a view to university examinations and the passing of their students through those examinations successfully?—There is no reason in the world why students of that class should not be trained in an elementary training college, except, of course, this fundamental objection: that the elementary training colleges are founded very largely for a special work, and those who are interested in that special work might reasonably object, or not unreasonably object, to the application of the colleges to a purpose not contemplated by the founders.

13,849. (*Chairman.*) I think you have stated already that you think a training college for secondary teachers ought not to be literary but professional?—I do think so; but we must bear in mind that Secondary Education is a very wide field, and that there will be every conceivable grade of secondary teacher. I understood Mr. Yoxall to refer to the lower grade of secondary teachers. When I say "lower grade," I do not use the word in any invidious sense, but rather in the sense that there will be certain secondary teachers who will not be able to afford to go to the universities, but whose practical training for their work is

quite as important as the practical training of students who do go to the university.

13,850. (*Mr. Cockburn.*) I understand your difficulties in regard to existing residential colleges to be merely structural; nothing else?—And you will not forget the difficulty that I have just stated that most of our existing colleges are denominational; they were founded by religiously minded men for a specific purpose, and many would object, I think, not unreasonably, to seeing the colleges being used for any other purpose that was not compatible with the original one; they would object, for instance, to their being used for the mere secular training of teachers.

13,851. (*Lady Frederick Cavendish.*) You alluded to the Home and Colonial College a little while back; has that got good arrangements for the training of secondary teachers?—I cannot speak, with personal knowledge, of the sufficiency of the arrangements that are made there; I am only familiar with the fact that there is such a college.

13,852. Are you aware that they turn out a good many successful secondary teachers?—Not from my personal knowledge. My personal knowledge of secondary training is mainly derived from my long connexion with the Maria Grey College. The founders of that institution were very desirous when it was started that they should have the benefit of the assistance of somebody, like myself, who had had a long experience in the training of teachers. I was very enthusiastic about the matter myself, and I consented to give lectures, to hear criticism lessons, and to give the students the benefit of my experience. That continued, I should think, for some 14 or 15 years, until at last my duties grew too numerous to allow of my carrying on the work; and I very regretfully was obliged to throw it up.

13,853. Are you aware that a good many very successful teachers from the Home and Colonial College are now mistresses in high schools for girls under the Girls' Public Day Schools Company?—No, I was not aware of that.

Ideal Course of Training for Secondary Teachers.

13,854. (*Chairman.*) In regard to an ideal course of training for secondary teachers, you have given us in your précis a very careful analysis, which we should be glad to have recorded on our minutes?—Your ideal, of course, will largely depend upon your ethical aim. I have not stated that in the précis of my evidence, but I attach very much importance to the ideal with which you set out in education—what it is that you are going to aim at. I do not propose to elaborately state what the aim of Secondary Education should be, but any course of training for secondary teachers must embrace the theoretical side and the practical side. Under the head of "Theory" I have stated certain general truths and principles, with which I think all teachers ought to be familiar. I do not believe in little tricks and dodges and artifices, like those of a craftsman, but I do largely believe in the student being acquainted with great and luminous principles that will throw a light upon the whole of his work. I have found such principles of the very greatest assistance to myself, and it is to them that I have mainly given prominence. I start with the mutual relations of body and mind, because the teacher has to do with the body as well as with the mind, and I need not say that there is a very close relationship between the two, the body acting upon the mind, and the mind acting upon the body; and, unless the teacher knows something about the laws of both, implying physiology as well as psychology, I cannot quite understand how he can do justice to both. You will see, therefore, that I have suggested that the relations of body and mind should be studied with special reference to time tables, and there I am contemplating not merely the time that should be devoted to the sessions of the school, but to the profitable untilisation of what we may call the rhythm of physical energy. It is not the same all through the day. We all of us know that about an hour or two after breakfast we are capable of our best intellectual work; by degrees our mental energy seems to decline; it revives again in the afternoon, it does not reach so high a maximum point; and in the evening it rises once more perhaps

but reaches a still lower point. These are physical truths as well as mental truths, and a time table should clearly follow this natural rhythm. The subjects demanding the greatest strain upon the mind should be taught when the mind is at its maximum energy; subjects demanding very little mental energy, such as, we will say, drawing, vocal music, and so on, may be very safely relegated to the afternoon; mere searching of books of reference and copying out notes and so on, all that may be safely relegated again to the evening. Physical exercise, again, is a very important part of education, whether it takes the form of games, or drill, or calisthenics; and here teacher will receive very valuable assistance from some knowledge of the human body and of the conditions of healthful life. Attention is largely a matter of the application of physical laws. Why is a child inattentive? It is not because he does not want to learn; it is because, in many cases, he has superfluous energy that he cannot get rid of, and he has to invent methods by which he can relieve himself. He kicks his neighbour, not because he delights in cruelty, or wishes to give annoyance to his teacher; but he must kick something. And I think a knowledge of these laws of physical well-being is of the greatest help in the maintenance of discipline. Then there is the matter of discipline; there again, I think, good order is very largely assisted by a due regard for the natural needs of the human body. If children are allowed to vary their posture, if they are allowed adequate opportunities for exercising their lungs and their limbs, if they breathe a little fresh air and so on, the discipline will be found twice as easy as if all these things be disregarded.

13,855. Would you make it a necessary point that athletics should be studied as to the degree in which they exhaust, or the degree in which they fit or unfit the mind for education?—Yes, I would have all these things studied in great detail. Certain games exercise only the upper limbs, certain games exercise only the lower limbs, and certain physical exercises, exercise mainly the chest; but I think students of the art of teaching should know the practical value of all these forms of physical exercise,—one game as compared with another game—games generally as compared with military drill, or any other drill that you may choose to establish—gymnastics, and so on.

13,856. Perhaps you will now state, in the most general terms, and without detail, what you consider are the other elements of theoretical education?—Then I come to laws of mind, considered in their relation to the practice of education, and more particularly with reference to the cultivation of faculty; not of "faculties," which I ignore altogether, but the cultivation of mental power as distinct from the possession of mental knowledge. I remarked yesterday that I thought the teacher ought always to keep before his mind two things: that there is a certain subject of knowledge which he has to impart, and that there is a child whose mind has to be trained; and I think that all through education the training of the mind is of far greater importance than any amount of knowledge with which the mind itself may be stored. In my own study of mental science I have found the recognition of certain laws of inestimable value in the guidance of practice. I do not think that it is at all difficult to isolate these principles from the main body of the science, and to put young teachers in possession of them. It is best, I think, to come to details in illustrating general propositions of this character. Take the senses: how are you to cultivate the senses, and how utilise the senses? The student should be taught how the mind works in the accumulation of sensible knowledge; how the mind works considered from the point of view of memory, and reminiscence; what are the conditions of imagination and how it works, in connexion with such subjects as history and geography, and so on, with other mental operations. Similarly there are general principles of teaching, of which I have given specimens in my précis—not at all an exhaustive enumeration, but simply as illustrative of the kind of knowledge that the secondary teacher should be put in possession of. I know that such phrases as "from concrete to abstract," for example, are part of the jargon of pedagogy, and are constantly abused; but I want the students to understand how they were arrived at,

with what limitations they are to be received, and how they are to be practically applied. With regard to the methods of teaching the various subjects usually included in the curriculum of secondary schools, we draw very much light from the experience of the past and from the experience of specialists. I think that teachers should be put in possession of the relative value of the various methods that are open to them, as tested first of all by their accordance with scientific principles, and, secondly, as tested by experience, as, for instance, in discipline through teaching, and not as something separate and distinct from it. I have always held that the discipline that is obtained as a special end is not worth very much. If you have good methods you will secure the discipline as a by result; your pupils will be only too anxious to learn. Motives, again, and rewards and punishments of course form a very important part of ethical and religious education, quite apart from discipline. How to work from particular to universal would form a part of the preparation of all teachers, and it would naturally come under the head of logic rather than under the head of psychology, although it has a psychological side. I am intentionally brief; my sole desire in putting down this syllabus was to give some idea of the course of training that I think secondary teachers ought to go through, and I should be quite willing simply to put in the document without comment.

13,857. If you will just read on then it will appear in your evidence—I think that all teachers should have some knowledge of school architecture, not that they will be called upon to design schools, but that they will frequently succeed to schools that have been very ill-designed. School architecture is quite a modern thing. Most of our existing secondary schools were designed by men who had never made a special study of school architecture, and are very ill-fitted for the purposes to which they are applied, they are bad for teaching, bad for ventilation, inconvenient, and in a thousand ways objectionable on the score of their structural design. Fittings, furniture, and sanitary conditions are also important branches of educational knowledge that I think every teacher should be familiar with; they are matters in which we are constantly improving. Many of our public schools and middle-class school are vastly behind our elementary schools in matters of this kind. I do not wish to draw any invidious comparisons, but I think you would find that the fittings of a London Board School, and the furniture and apparatus generally, were vastly superior to those of any public school in the country. Teachers again should know what constitutes a good text-book with regard to the principles upon which it is drawn up, because just as teaching should be based upon scientific principles books should be drawn up upon them. Now that rarely happens. We have men who write school books who know the subject, but know nothing about teaching, and we have men who know something about teaching, but unfortunately know very little about the subject they undertake to treat of; we have books on science written by teachers not very familiar with science, and again we have books on science written by scientific men with very little knowledge of teaching. It seems to me that the same principles that underlie the practice of teaching should underlie the drawing up of a school book. Then there is the organisation of the staff; what staff a school of a particular kind will need; how it may be best distributed, where you shall use your ablest men or ablest women, at the top of the school or at the bottom of the school, whether you should have any changing arrangements by which teachers should be transferred from class to class, and so on; these are all questions, I think, which student teachers should face before they enter upon their work. As to the modes of classification of children, I need not say that there are many ways in which children may be arranged in a school; they may be classified according to their age, or according to their proficiency in a particular subject, or according to their proficiency in many subjects.

13,858. In a word, your theoretical instruction covers the whole conduct, and mode of conduct, of school and class alike?—Quite, and schools of many types.

13,859. You do not, I see, include the history of education?—I should have included it; but I would put it after the various points that I have enumerated, because it always seems to me to be of less value than the theoretical and the practical parts of education. I am fully sensible of the good that may be derived from the study of the history of education, but I would not put it first; I do not think that a young student is in a position to pick up for himself the best methods of education from the experience of the past.

13,860. Then, do you think it is a good thing to have comparative methods of education brought under the notice of the teachers; for example, the method of the Jesuits, and the method of the Christian Brothers?—I think it is most desirable that such a book as Quick's Educational Reformers should form part of the course of any system of practical training whether for a secondary teacher or an elementary teacher; but I would not begin with studying the history of the past. I do not think the student is in a position to profit much by a book of that kind until a good basis has been laid in the way of theoretical and practical instruction.

13,861. Then I think as regards the practical side we have had most of your suggestions from you already; are there any points among them on which you specially wish to dwell?—With regard to the duration of training, which is a very important point indeed, I think that in the case of students who have been through a university and have graduated, a year's training would be quite adequate. With regard to the question of practising schools (an all important question) I differ from some educationalists in this matter. I know there are persons of very considerable experience who would prefer a variety of practising schools to one practising school. My own experience is decidedly in favour of having one good practising school, supplemented by visits to other schools. I do not think that a young student is in a position to form for himself some eclectic system by going about from school to school, and picking up a wrinkle here and a wrinkle there; let him first of all become acquainted with the practice of some good model school, and then, if you like, send him out and afford him an opportunity of comparing the practice of other schools with the model school in which he received his own special instruction. I have already stated what I considered to be the condition of efficient criticism, namely, that the whole staff should be present.

13,862. (*Mr. Sadler.*) You would sympathise with any scheme which would encourage conferences on pedagogic subjects among teachers?—Certainly. I believe that very much benefit may be derived from a mutual interchange of opinions and experience in matters of that kind.

13,863. Especially on pedagogic questions?—Yes. For many years I belonged to the Educational Society in London, and I look back with very much gratitude to the very many valuable lessons which I learned there.

REGISTRATION OF TEACHERS.

13,864. (*Chairman.*) On the subject of the registration of teachers you think that certain qualifications ought to be required from existing teachers to entitle them to go on the register?—I think that we must draw some distinction between existing teachers who have been engaged in the work of teaching for a considerable period, and teachers who have only recently entered upon the work. I would not deal hardly with secondary teachers of experience; I would put them at once upon the register without any hesitation; but in the case of young teachers who have only been engaged for a year or two in the work, I would say to them that within a certain period they must qualify themselves as regards both general knowledge and some examination in the theory and practice of teaching as a condition of remaining secondary teachers.

13,865. Then as to future teachers, what would you say?—I think that no teacher should be allowed to engage in Secondary Education who was not able to furnish adequate proof both of general knowledge and special

training. That is the case with elementary teachers; no teacher can be employed in an elementary school who is not in possession of a diploma certifying his efficiency for the work in which he is engaged. It seems a disgrace to the country that Secondary Education should be worse off in this respect than elementary education.

13,866. Have you any ideal of what you would require as an adequate standard or evidence of training?—Having regard to the many grades of Secondary Education, I would say, with respect to the higher grade, that nobody should engage in the work unless he were in possession of a degree. With regard to the lower grades (and I am here thinking of those middle-class schools which are only just a shade above our highest elementary schools), I should be satisfied with young teachers having passed some university examination, say the matriculation examination, of the London University; but I do think that if you are going to establish, or if you contemplate the establishment of secondary training colleges, it is most desirable that a diploma should be required of some kind or other, in order that teachers may be induced to go to those training colleges, because I do not think they will ever go unless some sort of pressure is put upon them.

13,867. In rate-aided secondary schools, what kind of teachers would you require to be exclusively employed?—They should all possess a diploma of some kind, all of them; because there, I think, you are masters of the situation. In the case of old-established schools you have to deal with the existing state of things, and your action may be, to a certain extent, hampered; but if you are to create new schools, then it seems to me that you can lay down your own conditions with regard to the qualifications of the teachers, and you cannot fix your standard too high.

13,868. Would you require the rate-aided secondary schools to have a special function as regards student-teachers?—I did think so when I drew up this précis. It seemed to me that these rate-aided secondary schools might do something for the supply of students for the secondary training colleges, that would be comparable to what is at present done by the elementary schools for the elementary training colleges. I think it would be desirable to catch promising young teachers, especially in the case of teachers who were unable to go to the university, and who would, therefore, have to qualify themselves for university and other examinations either in the schools in which they were trained, or in other schools of a similar character.

13,869. Do you think that there is any need for an examining board, or examining boards for secondary teachers?—Yes, it is the only way, so far as I can see, in which the teachers themselves can obtain a voice in a matter in which they, above all others, are greatly interested.

13,870. Would you sketch out what you consider necessary in this matter?—I would have an examining board composed of experts of the profession representing pretty well all the more important forms of Secondary Education. I think the board should also partly consist of representatives of the Government in order that there may be some connecting link between the body that issues diplomas to secondary teachers and the executive of the Government. I may say here that in the granting of diplomas in Germany the jury is always composed of a representative direct of the Government, a representative of the provincial authority or of the district, and the whole professional staff of the training college itself.

13,871. Would you recommend a similar board for England?—Yes. I am rather in favour of a board, because it secures a certain uniformity of standard. If you have not one examining body you will have, it may be 20 different standards throughout the country. That would be very misleading to the public and to the managers of schools, a first class here will mean one thing, and a first class somewhere else will mean something else. It would be like having in circulation a sovereign that was sometimes worth 15*s.*, and sometimes worth 20*s.*, and sometimes worth half a crown.

13,872. Would you have any special university board?—I would have representatives of the universities upon the central board, but I would not allow the universities to grant professional certificates.

13,873. You would have no professional certificates granted by any but the central board?—No.

13,874. Then what function would a university board, or an independent body like the College of Preceptors, have in this matter?—I think that in the days that we are looking forward to all these independent bodies must be prepared to have Government assessors in awarding certificates and in determing the curricula of studies that they provide.

13,875. (*Mr. Sadler.*) You would wish to have one register for all teachers, elementary and secondary?—Yes, I should, because I am looking forward to the days when the middle wall of partition will be broken down, and every facility will be afforded for the best of our elementary teachers to engage in Secondary Education.

13,876. In fact you feel that social estrangement is one of the causes of weakness in English education, at the present time?—It is. I think the secondary schools have suffered very much from it, and in this way: I am constantly applied to by headmasters for trained teachers (I am now speaking of headmasters of secondary schools) for the English subjects. They know, from experience, that these subjects can be better taught by trained masters than by men fresh from the university. What do you find? If one of our students goes as an English master to a public school, the position that he holds there is not an agreeable one, there is a difference—a social difference drawn between him and the university teachers; and his position is so unenviable that it is with the very greatest reluctance that I see students engaged in that work. That is not the only objection to it. There is no career for a good elementary teacher in connexion with secondary schools, and our best men will not go into such schools; they know that when they have been appointed as English master they have got to the end of their tether.

13,877. And if you broke up your register into sections, or categories, you would tend to perpetuate that kind of difference?—So far forth.

13,878. In fact you wish that all teachers according to their aptitude should be available for work in the various grades of education?—Yes, Secondary Education has already gained enormously from attracting the best of our elementary teachers, who have not gone, you will remember, into the old foundation schools, but have started secondary schools of their own.

13,879. There might thus be a passage from one grade of education to another, that is to say, a man who began with secondary school work might take to the work in a primary school, and *vice versâ*?—There is no reason in the world why secondary teachers should not begin their work in an elementary school.

13,880. Are you aware that an increasing number of teachers have been brought to Oxford within recent years, to take educational work in the colleges, after experience in secondary schools?—Yes. I know nothing of it except through the press. I was invited to go and lecture to them, but was unable to do so.

13,881. It would also simplify many administrative questions, would it not, if you had one alphabetical register in which all teachers should be included, with a clear statement of their different qualifications?—Yes.

13,882. It would also be possible, I suppose, to classify the schools in the same register?—Yes, I see no difficulty about that.

13,883. And to break it up possibly into distinct areas for administrative reasons?—Yes.

13,884. Might I ask in whose hands you would place the management of the register?—The same board to which I should entrust the examination of secondary teachers and the issuing of diplomas.

13,885. Would the council proposed in either of the Teachers' Registration Bills meet your wishes?—Quite. I should be quite satisfied with the proposals made in those Bills.

13,886. What sort of length of experience would you recommend the country to accept in the case of an existing teacher as satisfactory, without further qualification, on the first introduction of the register?—I think if he had been a teacher for 10 years, his name might be very safely put upon the register. I am not quite sure whether I should require so long a period as that, if you had satisfactory proof of his practical success during the time that he had had charge of a school.

13,887. I understand that you would place in the hands of this council of registration—this central board—the decision as to what qualifications should be accepted in the case of teachers?—Yes.

13,888. There would, I suppose, be something to say for giving that board a full measure of freedom in recognising concurrent examinations?—Yes, I should not consider it at all necessary that they should give their diplomas only upon the result of their own examinations. I am now contemplating, of course, examinations in general knowledge more particularly; but as regards practical skill and theory there might be some difficulty in recognising any co-ordinate authority with themselves.

13,889. But the tendency on the part of a professional body of that kind would be to make the requirements rise rather than decline in severity would it not?—Yes, I think so.

13,890. And you would sympathise with those who feel the danger of stereotyping the forms of training by insisting on one examination only?—Yes, there might be a danger in that direction; but I believe that it would be largely neutralised by the leavening of this examining board with men of high culture who are not engaged in the actual work of teaching, but would take liberal views of the whole work such as you might expect from men of wide reading and large ability.

13,891. But if all teachers were placed on one register, do you think yourself that there is much in the objection that the aims and needs of the higher kinds of Secondary Education would tend to be forgotten by the pressure of those who are chiefly concerned in primary education?—No, I do not.

13,892. You think that we might safely trust to a constituency, the majority of which would be primary teachers, the care of the interests of Secondary and Higher Education?—Well, I should not like this board to be constructed upon a representative principle; if a preponderance of the members of the board were either elementary teachers or elected by elementary teachers, I think they might exert a somewhat dangerous influence upon the higher education of the country. With all deference to their practical skill, I should not make them the arbiters of the methods and aims of the higher reaches of Secondary Education.

13,893. But provided that the chosen representatives were drawn from those who had experience in the various grades, you might fairly trust their selection to a constituency representing the profession as a whole?—Yes, I would; but I still return to the danger of anything like proportional representation. The elementary teachers of this country are so overwhelming in their numbers, that if they were proportionately represented upon the examining board their voice would completely outweigh all the other elements on the board whencesoever drawn.

13,894. One question more; would you be willing to have university teachers placed on the same register?—Yes, I think that university teachers need training quite as much as other teachers.

13,895. (*Mr. Yoxall.*) With regard to this point of the overwhelming numbers, as you know, the certificated teachers of the country are something like 50,000 strong. We have had some evidence to the effect that the adult teachers in secondary schools are 70,000 strong,

and that does not include private governesses, visiting tutors, or university tutors; so that there can hardly be such an overwhelming preponderance on the one side, do you think?—I am not familiar with the statistics of Secondary Education, but I should be greatly surprised to find that the number of secondary teachers was so much in excess of the number of elementary teachers; it is a new fact to me.

13,896. Upon the basis that all existing teachers should be admitted to the register for a period, say, of two years, and that after that period has elapsed, then and then only should qualifications for registration be required, I think it is quite likely that you would find that the certificated teachers would not preponderate in numbers over the others?—Then my objection would fall to the ground if it were found that the elementary teachers did not form a preponderating element on this examining board.

13,897. (*Dr. Wormell.*) On that question of numbers, I suppose you would recognise that it always will be the case that elementary teachers, from the community of their interests, and similarity of their work, will be much better organised than any teachers of other schools; that in an organisation of elementary teachers you may expect thousands, but that in an organisation of secondary teachers, broken up as the body is into different sections, you will count fifties and hundreds?—Yes, I think there is a danger from that source; but we must bear in mind that secondary teachers will organise too. Up to the present time they are only imperfectly organised; there is an association of one grade, and an association of another grade; but the tendency of bodies like the Teachers' Guild is to fuse all those sectional associations, so that we may look forward to the time when secondary teachers also will form one large united and organised body.

13,898. I suppose that on this universal register you would ultimately have those only who were qualified to take charge of schools?—Yes.

13,899. The fact that they are on the register would indicate the qualification?—Yes.

13,900. Would you say that they were qualified to take charge of elementary schools as well as secondary schools, independently of any other certificate?—That question is a little complicated by the somewhat artificial arrangements which regulate our elementary schools. It is not enough that a teacher should be well-qualified to take charge of an elementary school; he must hold a certain diploma recognised by the Education Department. If I understand your question aright, it is to this effect: would a secondary teacher, whose name was on the register, be, in virtue of that simple fact, qualified to take charge of an elementary school?

13,901. Yes?—I should say, yes, if the Education Department was sufficiently assured that the qualifications which the teacher possessed were equivalent to those already required from teachers holding a certificate of merit.

13,902. I wish to put this point before you: There are two classes of people who desire the unification of the profession, and ultimately one way of dealing with the minimum of qualification required of teachers. One class proposes an untried method—a registration to be started in that part of the profession where everybody seems to call for it, that is to say, among secondary teachers. Numbers of this class hope that when the method of registration becomes tried, and the register purified, it will work its way downwards, and do away with the certificate of the Education Department as it at present exists. Another class of teachers who desire this—unification—desire it in a one-sided way; they wish to put all elementary teachers upon a list of those qualified to teach in secondary schools, without opening in a reciprocal way the elementary schools to those qualified to teach in secondary schools. Do you prefer this latter plan to the first?—I am wholly in favour of complete reciprocity.

13,903. (*Mr. Yoxall.*) Are you aware of any body of teachers who wish to open the secondary schools to themselves, and at the same to exclude other teachers from the public elementary schools?—I am not aware of that. I think that the tendency of recent legislation and of the Department has been to throw open the elementary schools to teachers who have been trained in secondary schools; in fact, I think there is a general disposition to invite teachers of somewhat superior education to engage in elementary school work.

13,904. (*Dr. Wormell.*) Is it possible for a university graduate now to go at once and take charge of an elementary school?—Not to take the headmastership; that is a restriction imposed by the Department itself.

13,905. Would you have that restriction removed?—I would have that restriction removed; but not until adequate guarantees are furnished by the graduate that he is competent for the work in which he wishes to engage.

The witness withdrew.

Mr. Charles Martin and Mr. John Montgomery recalled and further examined.

Registration of Teachers.

13,906. (*Chairman to Mr. Martin.*) You wish to deal, I think, with the subject of registration of teachers?—Yes; in our view registration of teachers is a thing urgently required. There are two considerations that move us to this opinion. The first is that with registration must go some sort of training of teachers; we cannot imagine that any system of registration would, unless it required, as a necessary qualification, from those who were registered, some professional training; and our view is that all teachers should be trained—teachers in secondary schools I am referring to. Our object in urging registration upon the Commission is that it will produce a class of teachers better fitted to carry out the work which they have undertaken to do than at present exists. Then there is another point, which perhaps may be looked upon as somewhat sentimental, but which has a very practical bearing upon the efficiency of schools: it is that at present teachers are divided into classes as it were; there is the elementary teacher, and there is the teacher in secondary schools, and there are different classes of teachers in secondary schools. We feel that on the establishment of a register we should all belong to one family as it were, and we should then have common aims; our work would shape itself better, and there would arise immediately after the establishment of the register, a code of professional manners, which I think would work only for the good of the public, and therefore for the good of education. I think that in all professions in which there is an etiquette, the etiquette works, at least nowadays, when public opinion is so strong, for the good of the public, and not for the good of the members of the profession solely. Those are the two points that we should like to urge upon the Commission for the establishment of a register. Connected with them of course is the point that a great many inefficient schools exist at present, partly public endowed secondary schools and partly private secondary schools; and we feel that upon the establishment of a register a good many of these inefficient schools would gradually disappear, because the amount of training that would be required of the teachers would deter many unsuitable men from entering the profession.

13,907. You feel that it is not to the interest of the teaching profession that inefficient schools or teachers should exist?—Just so; and there is a great desire amongst us for means of improving our professional qualifications.

Qualifications.

13,908. Then what qualifications for registration would you insist upon?—They divide themselves into two parts: intellectual qualifications and professional qualifications. First of all, as regards intellectual qualifications, we feel that ultimately they should not be lower than a

university degree; at any rate, we lay down the principle that they should be higher, as a rule, than obtain in primary education; that is to say, that the intellectual qualifications for a master in the secondary school should be of a higher standard than those of a master in the primary school. I think that is the principle that is laid down in all countries in which organised Secondary Education is found. It is so in Canada, and also on the Continent. There is one other point. This would not be a very great advance I believe upon present conditions, because we have a return here from 465 public secondary schools in England and Wales, giving the number of assistant-masters who are graduates and the number who are undergraduates. The number of schools is 465. The number of assistant-masters, excluding 580 visiting masters, 2,958; the number of graduates, 1,858, of whom Oxford furnished 673, Cambridge 786, Dublin 41, London 288, other universities in the British Empire 51, foreign universities 74, and universities not ascertained 20; the graduates of more than one university are 75. The per-centage of assistant-masters who are graduates is 63. The number of undergraduates is 388, of whom Oxford furnished 25, Cambridge 16, Dublin 27, London 267, other universities in the British Empire 20, and foreign universities 33. From this return it appears then that there is already a very high per-centage of assistant-masters who are graduates, and that it would not be very difficult to demand that those who apply for registration as teachers in secondary schools, should have graduated at some university in the British Isles. *See* Appendix 3.

13,909. In the case of graduates of foreign universities, are these foreign or English masters?—I think Mr. Montgomery will answer that. (*Mr. Montgomery.*) The assistant-masters who have degrees of foreign universities are, as a rule—probably, 90 per cent. foreigners.

13,910. (*To Mr. Martin.*) You feel then that you would be only extending to the whole body of assistant-masters a principle already accepted by the major part?—Yes.

13,911. Now, as to professional qualifications, what would you require?—We think these should be of a twofold nature. First of all, there should be a certificate or diploma in the theory and art of teaching; secondly, since this is not sufficient in itself, there should be a certain amount of experience, either in a normal school, or in a secondary school approved for this purpose. Of course book-work is merely a small part of a teacher's training, or of any sort of professional training; there must be a certain amount of practical work, and I think that it would not be wise to require, as the sole qualification for registration, a certificate or diploma in the art and theory of teaching, but that there should be also some practical experience before the registration is made. But as this comes under the subject of the training of teachers any other remarks upon this point I should like to defer till we come to that section.

13,912. You alluded to manners as one of the things that registration would cultivate. Do you mean manners in the old sense, to include morals?—Yes, I believe that would be included in what is called a professional etiquette—that is to say, a code of conduct that would be accepted by the whole body of teachers, and any breaches of which would be considered as an offence against the profession.

13,913. For certain offences, would you recommend either exclusion or removal from the register?—Yes; and that is one reason why I brought the point forward. In the case of the medical register a doctor's name can be removed if he is guilty of professional misconduct; but it would be rather difficult to remove a teacher from the register now, because there is no code of professional conduct; we do not know exactly what would be called misconduct among teachers, excepting some offence against the laws—a misdemeanour or felony—which, of course, would be sufficient cause for removing a man from the register. But there are many other acts that do not come within the law, which I think would justify the council in removing a teacher from the register.

13,914. Then you have to apply the idea of a register to existing teachers, to the men already in the field; how would you propose to do that?—One of the most difficult points in connexion with the register is the question whether men who are already teaching are to be admitted to the register without any examination. We consider that there must be a compromise here—that is to say, we must either admit the whole of those that are teaching now, or we must place a limit to the experience required as a qualification for registration. We think that a teacher who has been engaged for five years in a school or schools should have the right of being placed on the register: that in five years, if a man is going to be a teacher of any value, he will have acquired a working knowledge of his profession. Of course I am well aware that many men who have been teaching for five years are not efficient; but I do not think we can discriminate between teacher and teacher for the limit proposed. We ought to assign some limit; ten years is rather too long, I think; in five years a man has settled down to his work, and probably intends to continue a teacher for the rest of his life, and we think that it will be a reasonable compromise if we place five years as the limit of experience for registration. TEMPORARY PROVISIONS.

13,915. The limit as regards existing teachers?—Existing teachers.

13,916. What would be your specified period as regards future teachers?—I think that we come to that further down; but for those that are teaching now, we consider that if they have had five years' continuous experience, they should be entitled to be placed on the register without examination.

13,917. If without personal examination, would it also be without examination of the record of the school or schools where they have taught?—I was referring of course to professional attainments; I was not referring to the standing of the man so far as his moral character is concerned; that we did not touch upon when we considered the subject in our association; but I think that if a man has been of good conduct and good moral character, and has been teaching for five years, he should be placed upon the register.

13,918. I meant, of course, inquiry into his professional efficiency or inefficiency during those five years?—I should think that such an inquiry might not be quite just to the man.

13,919. Then as regards men who have been less than five years engaged in teaching, what is your proposal?—We propose that they should have provisional registration—that is to say, that for a certain period after the establishment of the register they should be given time to prepare themselves for the examinations of the registration council; and the period that we suggest is five years after the establishment of the register; so that, if a man has been teaching for one or two years, he would have time to prepare himself for the examinations. In such cases, I presume that the majority of the teachers would be young, therefore there would be no great burden imposed on them. Of course if a teacher had been employed for many years it would be extremely difficult for him to take up the subjects required by the council.

13,920. Then the difference between these two branches of existing teachers would practically be the difference between graduate and undergraduate members; I mean men who have satisfied the conditions of registration and men who have them still to satisfy, like graduates and undergraduates?—Yes, that is so.

13,921. Would you make registration compulsory?—Yes, in all schools that are assisted by any public money, that is to say, all schools that are under complete control. When I say public money, I mean money that had been left for the purpose of education, or money granted by any public body for the same purpose.

13,922. In all endowed and rate-aided secondary schools?—Just so.

13,923. As regards other schools, what proposal would you make?—That for the present registration should not be compulsory. The difficulty,

of course, on this point is that in many private secondary schools it would be a matter of considerable difficulty for the men to qualify themselves for registration; and, as there are a large number of men at present in private schools who are not graduates, who have not got the intellectual acquirements of those in the public secondary schools, we thought that, if we gave them a little longer period, most of the inefficient schools would die out, and the staffs of those schools that were left behind would naturally qualify themselves if they intended to continue as teachers.

13,924. You would therefore bring to bear upon all private and proprietary schools a kind of compulsion of public opinion?—Just so.

13,925. And of the trained teachers' opinion?—Yes. I think that the public ought to have a guarantee that the men who are giving instruction in schools have really been trained for the work that they propose to do. I believe it is the case in France and in Germany, that the headmasters of secondary schools have to be trained teachers; but it works out very badly in France, for, in many cases, the headmasters alone are qualified, but they engage unqualified and unregistered men to teach in their schools. I should not like to see that occur in England. I think that every teacher in a private school should be registered; not only that the headmaster should be registered but also each member of the staff.

13,926. In the first instance, you propose that every rate-aided and endowed secondary school should accept only such teachers as are registered?—Yes.

13,927. And, after a specified period, proprietary and private schools as well?—Yes.

REGISTRATION COUNCIL.

13,928. Into whose hands would you commit the power and method of registration?—I think that some council, after the model of the Medical Council of Registration, should be established; that is to say, consisting of members from the universities of England, Scotland, Wales, and Ireland, and then nominees of the State, and then representatives of registered teachers. I think that such a body, provided the teachers are sufficiently represented, would be sufficient to carry out the purposes of registration.

13,929. Have you any proposal to make as to the proportion of representatives of those several bodies?—I think if one member were elected by each of the universities in England and Wales and Scotland and Ireland, if five were nominated by the Privy Council, and if the registered teachers elected a sufficient number to allow their opinions to have weight at the board, that the council would be a competent one. I am not prepared to state how many representatives the teachers ought to have on the council, but simply to lay down the principle that they ought to be represented upon any council at which matters are treated which so nearly concern them as registration.

13,930. Would you propose that the teachers should be the majority or the minority of the council?—Personally, I think, that there ought to be a majority of teachers, provided that teachers in secondary schools be sufficiently represented.

13,931. Then what powers would you entrust to this council?—First, at least, the powers of laying down the necessary subjects to be studied by teachers, or by persons who intend to become teachers; that is to say, laying down a course of educational or professional training which has to be followed out before the council will grant registration. Then they should have the power of keeping the register, and the power, besides, of removing from it anyone who is guilty of misconduct in the legal and in the professional sense.

13,932. Would their power be one of personal examination, or only examination of qualifications?—I think examination of qualifications.

13,933. You would propose, therefore, that the teachers should get their evidence of their fitness from elsewhere?—Perhaps I did not quite understand that last question. I should think, of course, that the council would be in a position to grant certificates itself to any teacher who had

not yet obtained the qualification from any other source; but I should be very sorry to see the universities or colleges standing out from the duty or the work of giving assistance in the training of teachers. (*Mr. Montgomery.*) I think that the granting by the council of certificates of qualifications for registration, should be confined to the transitional period between the passing of a Registration Act, and such time as the Act was in full working order. I think it is very undesirable that the same body should conduct examinations of its own and regulate the examinations of others.

13,934. Then you would propose a provisional board of examiners of candidates within the council, or appointed by the council?—Yes.

13,935. (*To Mr. Martin.*) Is this your view also?—Yes.

13,936. Then the only examiners ultimately acting under the council would be examiners of degrees or other qualifications?—Yes. I understand by that that you mean the examinations held at the universities in professional subjects, that is, for diplomas in the theory and art of teaching.

13,937. But you have said that you would require intellectual as well as professional requirements?—Yes. I do not think that the council ought to mix itself up with general education; it ought to be a professional council; that is to say, a council for professional registration.

13,938. But you have laid down the principle of the necessity of university degrees?—Yes.

13,939. It would be necessary, therefore, would it not, that the council should have the power to examine into the degrees?—I think it ought to have the power of revising any regulations it has laid down as to the qualifications accepted for registration. It should have full power over what university qualifications it accepted as necessary to registration; that, I think, is quite a necessary provision in the constitution of the council.

13,940. (*Mr. Yoxall.*) That is to say, you would make them assessors, but not examiners?—Yes. (*Mr. Montgomery.*) I think it would be necessary from time to time to revise the list of universities from which degrees were received as qualifications for intellectual acquirements.

13,941. (*Chairman.*) Supposing that there were universities, American or Continental, that were no universities but bodies that sold degrees, it would be quite necessary for the sources of the degrees to be examined, and a judgment formed in regard to them?—Yes.

13,942. You would propose to give the council power to examine into such qualifications?—It is essential, because there are many universities granting degrees which are practically worth nothing as guarantees of intellectual qualifications.

13,943. (*To Mr. Martin.*) Then, you would not only have the power of compulsory registration in the hands of the council, but you would also have, would you, a registration of special teachers or specialists?—Yes. In that, I do not refer exactly to what may be called specialists, but rather to teachers of special subjects, if I may make the distinction. In schools certain subjects, such as shorthand and music, are taught by outside members, that is to say, the permanent staff do not teach these subjects. If those teachers are to be put upon the register, we consider that they ought to be placed in a special division; otherwise, if they were forced to go through the same course as ordinary teachers, it would work out rather hardly for certain small schools in the country. If a man who taught music, say, to several schools, were to be forced to go through the course of training for a teacher, he probably would not do so. The consequence would be that the teaching of music, probably, would be placed in the hands of one of the staff, and it might not be so well done. That is a matter probably of expediency, or of convenience, more than anything else. Referring to modern languages, we feel that the question is a very important one. At present, the modern languages are chiefly taught by foreigners, the majority of whom have themselves had no

professional training as teachers, and are not, as a rule, able to maintain discipline; the consequence is that the classes or forms of the modern language master are generally in a disorganised state so long as he has them. We consider that after a specified period—that is to say, after any period that the council may arrange, modern languages should be taught by men who are trained teachers, because there is just as much demand upon a man's professional skill in teaching a modern language as in teaching anything else; thereby the languages would be better taught, and we should have the discipline kept up in a better manner.

POSITION OF FOREIGN TEACHERS.

13,944. Would you exclude from your register a foreign master, a foreigner who was a graduate of a recognised college or university?—Not provided that he were a trained teacher. There are many teachers in England, of German and of French, who have the certificates of their Government—the Government certificates either of Germany or France—and many of them are good teachers. But I think that the system that is found to work upon the Continent is a good one, namely, that modern languages may very well be taught by natives of the country themselves. An Englishman may very well teach, up to a certain point, French and German, if he has studied them in France and Germany; beyond that, the French or German master is required; but an English master could give the necessary instruction in foreign languages up to the point reached in the majority of schools.

13,945. But you do not propose, do you, to make foreigners, as such, ineligible?—Not at all; provided of course that no legal point arises as to unnaturalised foreigners being placed upon the register. (*Mr. Montgomery.*) In modern languages other than French and German, and also in such subjects as shorthand, it would be necessary to give the council a discretionary power with regard to qualifications required for registration. Otherwise, that is to say, if discretionary power is not given, there will be no effective registration, and no differentiation between competent and incompetent men, and it seems highly desirable that, even with regard to teachers of special subjects, there should be means by which the general public can ascertain whether any given man is or is not a competent teacher of the subject which he professes.

13,946. Would you extend that principle beyond modern languages, to drawing and to music?—Yes.

TRAINING OF TEACHERS.

13,947. (*To Mr. Martin.*) You think it necessary that provision should be made for the training of teachers in secondary schools?—Yes, I think the necessity for that training is pretty well admitted on all sides—that is to say, amongst teachers in secondary schools. What happens frequently is that a young man comes from the university who has had no training; he knows that it is his business to give a certain amount of instruction to the boys entrusted to him, but how he is to do this is his difficulty; he does not know the best method of doing it. In fact he is placed very frequently to teach one of the lower forms of the school, where the greatest amount of skill and the most patience and the greatest experience are required. We believe that if, before a teacher enters upon his practical work in the school, he had had some training indicating to him the best methods that the experience and knowledge of older teachers can lay down, the work in secondary schools, which, in a good many cases has been good in the past, would be very much benefited in the future. We think that the subjects to be included in such a training should be of the following character: First, there are mental and moral sciences, so far as they relate to the work of the teacher, then we should have the organisation and management of secondary schools (I am referring to the training of secondary teachers), then the methods of instruction in the usual subjects taught in secondary schools, then the structure and fittings of the school, including of course all sanitary points and hygienic points that bear upon school life; then beyond these, which we may call the technical part of the teacher's training, the necessary part of it, he should also have a knowledge of what is being done in the educational systems of Europe and America, including the United States and Canada, and also in the

colonies, and to add to that he should have a knowledge of the progress of education—the history of educational progress. We think that the whole of the subjects necessary for the training of a teacher are included under these heads. I may point out that I have mentioned organisation and management of a secondary school, because I believe that there is a vital difference in the training necessary for a secondary teacher from that required for an elementary teacher after a certain point. So far as a secondary school is understood in England it means a school in half of which, at least, elementary instruction is given in certain subjects, and beyond that the work becomes of a secondary character, that is to say, there is no secondary school in England, so far as I know, which is secondary in the sense in which "secondary" is known in Canada or the United States, namely, in which all the pupils have passed through the primary school and then entered the secondary school, but we have pupils in secondary schools to whom we have to give elementary instruction. Now the range of subjects taught in a secondary school is much wider than those in an elementary school. The organisation of a secondary school and the method of management of it are also very different and will continue, I believe, to be very different from those of elementary schools. I cannot conceive that a secondary school could be cast on the same model as an elementary school, and therefore the method of instruction in the subjects to be taught in a secondary school is one of the chief points to which the training of secondary teachers has reference. That is why the methods are bad at present in a good many places, and what we want really for secondary school teachers are institutions where we can have this knowledge of method given.

13,948. And you would have those not simply in secondary schools, but in universities and university colleges?—We believe that the best training that a man can have before he becomes a teacher in a secondary school is, first of all, to have been in a secondary school himself as a pupil: in a good secondary school where he has acquired the tone, or what is called the public school spirit, which exists even from the largest schools—and in every secondary school, if it has any value at all—down to the smallest. After having been through a secondary school, we feel that the best training he could have would be to go through a university or university college, where he would be brought into contact with men of the highest intellectual power, and thus would have a good ground-work before he started upon his merely professional training.

13,949. What provision would you propose should be made for the transitional period, which would ensue immediately upon the establishment of a register?—There would be a time, I think, between the establishment of a register and the time when the means for training teachers in secondary schools could be established; there will be an interval which it will be necessary to bridge over; and what we wish to state upon that is simply to give some idea of the methods by which the council could get over the difficulty of that interval. First of all, they should demand some professional test from the teachers who apply to be registered in this transitional period, beginning with some proof of satisfactory teaching for a period of two years under a headmaster or headmasters. They might arrive at this evidence, that the teacher has been doing satisfactory work, by one of three methods. In the first place, they might take the evidence of inspection by some official of the council, that is to say, outside inspection; or, secondly, they might have the testimony of the annual examiner of the school. The third plan, which might be applicable in certain cases, would be the considering the results or successes gained by the teacher's pupils at public examinations.

13,950. Then having satisfied the council on those matters, would you require any further certificate?—Yes, we should require a certificate in the theory and practice of education from a university, or from some other institution, accepted by the council, which gives instruction or examines in education.

RIGHT OF APPEAL FOR ASSISTANT-MASTERS.

13,951. (*Dr. Wormell to Mr. Montgomery.*) A matter on which, I think, the Association of Assistant-Masters can speak with authority is the

desire of the assistant-masters to secure a right of appeal from the headmaster in the case of dismissal. That desire is very general, is it not?—It is very general and very strong.

13,952. To what body do they desire that they should have a right of appeal as against the headmaster?—We consider that the average board of governors, as at present constituted, is not a very competent body for the consideration of such questions; but no other court of appeal is available under schemes of the Charity Commissioners. A board of experts would be regarded by assistant-masters as a much more satisfactory court of appeal. But it would be necessary to give such a body some sort of financial control in such cases; otherwise it would be possible for an assistant-master, who had been dismissed and reinstated on appeal, to be re-appointed at such a reduced salary as to be equivalent to dismissal.

13,953. Do you know that the headmasters have also felt that they should have a right of appeal as against the governors?—If headmasters wish for a right of appeal, no objection would come from assistant-masters, but there is a financial difficulty in their case also, and of a more serious character than in the case of assistant-masters.

13,954. Do you consider that this council which you have described would be the right body to appeal to in both those cases?—Yes.

13,955. Would you see any objection to headmasters having consultative seats on the governing bodies of their own schools?—I think very great advantage would ensue from such a course. The principle is recognised in the schemes of some schools.

13,956. Are those recent schemes?—No, they are not recent. The schemes to which I refer, have given to the headmaster and the assistant-masters the right of electing one governor, and in one case I think they have given the right of electing two governors. That provision exists only with regard to some large schools, but I am of opinion that it would be a very great advantage to schools generally if the headmasters had consultative seats on the board, and if in large schools assistant-masters had the right of electing a governor.

ABUSE OF SIGNS APPENDED TO NAMES.

13,957. (*Chairman.*) You are of opinion that degrees or other qualifications accepted for registration should be indicated by signs or marks appended to each name; what suggestion have you to offer to the Commission on that point?—Abuses with regard to the use of signs or marks exist to a very large extent. They may be roughly divided into two classes: (1) Misrepresentation of university qualifications; and (2) the use of signs or marks, representing membership of societies and other bodies which, from the point of view of scholastic qualifications, are valueless. The misrepresentation of university qualifications exists mainly in regard to examinations passed under the University of London. Under the system of the University of London there are two examinations for each degree after matriculation; the first of the two examinations is called the intermediate, and the second examination is the examination for the degree, and may be called the final. There are in the secondary schools of England and Wales a very large number of undergraduates of London, and there has sprung up a practice, which, I am sorry to say, from an examination of a very large number of school prospectuses, is very common, of describing the fact of their having passed the first of the two examinations in several misleading forms. The most misleading is that of putting "B.A." after their name, and in brackets after it "Int." Those letters are taken as signifying that the person in question is a graduate in arts by anyone ignorant of the system of examinations of the University of London, applies to the other degrees of the London University, and particularly to the degree in science. The use of letters which indicate membership of societies or other bodies, which, regarded as scholastic qualifications, are practically valueless, may be divided into three heads. The first of these is the use of letters denoting degrees which have been obtained by the mere payment of money. The second are those which denote membership of societies existing for the purpose of advancing knowledge in different departments, and for other objects;

but the membership involves, in most cases, nothing more than the payment of an annual subscription; and as the average middle-class parent thinks any letters appended to a name a guarantee of high intellectual qualifications, we find strings of alphabetic permutations on school prospectuses; particularly so in the case of private schools. There is yet another class of these signs. Just as there may be found at any given time a university which will give a degree for a mere payment of money, so it is possible to find a society existing for the purpose of private profit. At the present time there exists a society called the Society of Science, Letters, and Art, of London. This society gives subscribers the privilege of writing "F.S.Sc., Lond." after their names, and also the privilege of wearing cap, gown, and hood; there is a further advantage offered to schoolmasters in the fact that the society has established local examinations, which it has called "Kensington Locals," and any person who sends his pupils in for those examinations is entitled to describe his school as in union with the Society of Science, Letters, and Art, of London; moreover, the president, vice-president, and secretary are very ready to give their names as president, vice-president, and secretary, to the principal of any school who happens to be a member of the society. In spite of the fact that the character of this society has been shown in no measured terms, both in professional and non-professional papers, the society still exists, and the number of persons writing "F.S.Sc., Lond." after their names is increasing; so much so is this the case, that I am quite prepared to believe the statement made in the annual report of this society, that the number of fellows is increasing, and also the number of candidates for the Kensington Local Examinations. I hold that the existing abuses are so great that some stringent measures should be taken. A preliminary measure would be the placing on the register, after each name, the signs or marks which denote the degrees accepted in each case as qualifications for registration, and, if it were possible, much good would be done by making it penal for any registered teacher, in any school prospectus or advertisement, to write after his name letters other than those which the register shows him to be entitled to.

13,958. You propose, therefore, a penal clause?—I do.

13,959. Would you propose that penal clause to affect the society, or those that are members of the society?—In a certain way, neither. I propose that the penal clause should affect any person who uses after his name on a school prospectus, or in a school advertisement, any letters which the register does not show him as being entitled to.

13,960. And would you proceed against any person who keeps a school and uses such letters?—I think it could be made applicable only to registered teachers. I am afraid there might be difficulties in making it applicable to persons who were not registered teachers. I think it important that proceedings under any alleged infringement of such a clause should not be left to a private individual, but that it should be the duty of the registration council to take proceedings whenever any *primâ facie* evidence of an infringement of the clause was brought before them.

13,961. You have spoken as to how the council ought to deal with illicit or irregular qualifications, or professed qualifications; have you any proposals to make as to differentiation of real degrees?—I think that besides the placing of letters, which officially represent the degrees to which the registered teacher is entitled, there should be added the name of the university which has conferred that degree or degrees.

13,962. But would not you have over and above the name of the university, the name of the school or tripos, and the class again?—I think information of that nature would be very useful, but I think it would make the register a bulky volume. I see no other objection to those facts being given.

13,963. Are not pass and honours degrees two incommensurable things?—Quite so.

13,964. Is it not necessary, therefore, that there should be some means of distinguishing between the two dissimilars, as it were?—Yes; and it would be of very great use to teachers. To the general public it would be of very little service in my opinion.

13,965. Do not you think that such a distinction is necessary in the interest of the schools, of the schoolmasters, and ultimately of the parents themselves, as educating them?—I do not think the average parent would understand the differentiation between pass and honours, but it would be a great advantage to schoolmasters to have the particulars referred to in the question given.

13,966. (*Mr. Yoxall.*) I take it that you represent the Association of Assistant-Teachers in public endowed schools only?—No.

13,967. Practically?—Seven-eighths of our members are from public schools and about one-eighth from private schools. Under the term "public" I include proprietary.

13,968. But do you include any properly so-called private schools?—Yes, about one-eighth.

13,969. (*To Mr. Martin.*) In your proposal about registration you would not propose to exclude from the register assistant teachers or others in private secondary schools?—No, not at all.

13,970. Is it the proposal of the association to exclude from the register the teachers in public elementary schools?—No, certainly not.

13,971. You are anxious to have the register as comprehensive and inclusive as possible?—Yes; with this difference, that I think an indication ought to be placed on the register as to whether the teacher is in a secondary school or in an elementary school.

13,972. Might not this difficulty arise: that a teacher might be at the time of registration engaged in a secondary school, and a little later on he might be engaged in a primary school, or *vice versâ;* what is the object of indicating in what school he was engaged at the time of the registration?—Our point is that the training of a teacher for a secondary school should be of a different character from that of an elementary school teacher. Up to a certain point the training is the same—I mean as far as regards the psychological and the elementary part of the work, but there is a distinct difference, I think, between the organisation of a secondary school above a certain point and that of an elementary school.

13,973. Would not your point be fully met by columns showing what university degree, if any, and what pedagogic degree the teacher possessed. In the case of a teacher in a public elementary school, the certificate would come from the Education Department, and that, in the majority of cases, would sufficiently indicate, would it not, whether that teacher was employed in a public elementary school, or not?—Just so. We are not proposing that there should be a line drawn between elementary and secondary teachers, that is to say, that they belong to two different classes of beings; but only that the nature of their certificate and the training that they have undergone should be shown on the register.

13,974. Would you take that as an alternative to your proposal, that the school in which they are employed should be shown?—I do not think that we recommended that.

13,975. But would you take it as an alternative; you said that you thought the register ought to show in what school they were employed?—What training they have had—whether as secondary teachers or elementary teachers.

13,976. The registration council which you described did not include, according to your description, any representative of teachers nominated by the bodies or associations of teachers?—We are not in favour of the representation of associations.

13,977. The return which you gave as to the qualification of assistant teachers was a return of the qualification of assistant teachers in public

endowed schools, was it not?—Public secondary schools. (*Mr. Montgomery.*) It includes endowed and proprietary schools.

13,978. (*To Mr. Martin.*) It is within your general knowledge, probably, that the proportion of teachers who are graduates, and are employed in private secondary schools, the smaller secondary schools, the lower class generally of secondary schools, would by no means be so high as 60 per cent.?—It would not be so high. (*Mr. Montgomery.*) I may add that the schools from which we have not received returns are mainly the smaller country schools, and the inclusion of those would, I think, bring the per-centage of graduates down to nearly 50 per cent.

13,979. And in the class of schools represented by those schools to which you have spoken, and where you found upon the prospectus fraudulent or semi-fraudulent statements of the qualification of teachers in schools of that type, might not one expect to find that the assistant teachers as well as the head teachers were men of indifferent education, and had no academical qualification at all in many cases?—The prospectuses to which I referred are almost solely prospectuses of private schools, and there are many such schools existing on misrepresentations in this and other matters, and bringing discredit on a larger number of private schools.

13,980. (*To Mr. Martin.*) Has the difficulty of obtaining satisfactory training for teachers of that type ever struck you, or caused your association to come to any conclusion?—Yes, there is a difficulty, I think, at the present time; but we are confident that that type of school will disappear after the establishment of the Registration Act, in the same way that a good many of the dame schools, and schools of that character, disappeared when elementary education was organised.

13,981. Do you know that at the present moment there are existing in every big town scores of schools that are no better than the dame schools of old days, conducted in private dwelling-houses, and yet allowed to exist, and certified as efficient schools; is it not likely, therefore, that the same thing will occur with regard to Secondary Education for some years after it is organised, and is it not desirable to consider what can be done to improve the qualifications of existing teachers in secondary schools, so as to secure that others following in their steps should be better qualified than themselves. If so, have you thought out any method of their getting that training. They cannot get a university training?—I see no method applicable to the case unless we had something of the American system of travelling institutes, which meet in different parts of the country, and at which the teachers attend once a year, and get ideas from trained teachers. The difficulty has presented itself to me, but I could not suggest any feasible remedy excepting something of that nature.

13,982. You know that one proposal of the Teachers' Registration Bill, introduced by Mr. Macdonald, with regard to private schools, in order to reduce the chances of their existence in a thoroughly disreputable condition, was that no teacher who was not a registered teacher should be allowed to recover fees after a certain time?—That I believe is a provision in all Registration Acts. It is so in the Medical Registration Act.

13,983. I suppose that that has no special bearing upon the position of assistant masters or mistresses; the recovery of fees is a matter that concerns the head teachers alone?—Yes.

13,984. The recovery of fees in the technical sense used in Mr. Macdonald's Bill does not include the recovery of salary from the proprietary head teacher by the assistant teachers?—No.

13,985. Therefore, that provision would affect only the head teachers of private schools; it would not affect the position of assistant teachers in private schools. Has it occured to your association to suggest any other method of improving the position of the assistant teacher?—I think Mr. Montgomery will answer your question. (*Mr. Montgomery.*) We consider that the question of the registration of schools is of equal importance to the registration of teachers, and that the registration of schools should

follow, as a corollary, the registration of teachers; but such a question, we think, would not come within the range of practical politics for at least nine or ten years. I do not feel able at the present to give any opinion on the point adverted to in your question.

The witnesses withdrew.

Adjourned to Thursday next at 11 o'clock.

THIRTY-FIFTH DAY.

At Westminster Hall, Thursday, October 18th, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

The Hon. and Rev. EDWARD LYTTELTON, M.A.
Sir HENRY E. ROSCOE, D.C.L., M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. M. E. SADLER, M.A.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. CHARLES FENWICK, M.P.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. BRYANT, D.Sc.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

Mr. ROBERT PICKETT SCOTT, M.A., LL.D. called in and examined.

13,986. (*Chairman.*) You are, I believe, the chairman of the sub-committee of the Headmasters Association upon minor scholarships?—Yes.

13,987. And I think you are honorary secretary of that association?—Yes.

13,988. And also headmaster of Parmiter's School, Bethnal Green?—Yes.

13,989. I think you were formerly headmaster of the George Green Schools, Poplar?—Yes.

SCHOLARSHIP SCHEME OF HEADMASTERS ASSOCIATION.

13,990. You have some statement to give us with regard to the arrangements for scholarships which the Headmasters Association has framed; will you be kind enough to state the outlines of that scheme?—The Headmasters Association in 1891 sent round certain questions to the headmasters of endowed schools throughout England, asking for particulars about their entrance scholarships. The schemes of the Charity Commission had in a very large number of cases provided for entrance scholarships, but in general they had left no directions at all as to the kind of examination on the results of which these scholarships are to be awarded. Between the time that the schemes were drawn out and in 1891 there had been an opportunity for a great deal of variety in the tests adopted and in many cases the test adopted was so ill-chosen that in a

great many cases the entrance scholarships had failed of their purpose; in a great many cases the schools could not find candidates, and in more cases they could not find fit candidates. It occurred to the association that this failure was largely due to the public not knowing how these scholarships were to be awarded, and largely to the unsuitability of the test, which soon became evident and arose mainly from the fact that the headmasters of secondary schools regarded the curriculum of their own schools, rather than the curriculum of the public elementary schools from which largely the candidates came.

HEADMASTERS ASSOCIATION "A." SCHOLARSHIPS AWARDED ON ENTRANCE TO SECONDARY SCHOOLS.

13,991. Will you state the principles which were adopted by the Headmasters Association in framing the scheme for minor scholarships?—The scheme is based on the following principles which were unanimously adopted by the Headmasters Association. 1. That the best means of facilitating the passage of scholars from one class of schools to another is by means of scholarships. 2. That the examination for scholarships should be framed with the definite purpose of selecting candidates of exceptional—as distinguished from mere average—ability. 3. That, inasmuch as the large provision already made throughout England for scholarships from elementary to secondary schools is very imperfectly known to the general public, owing in great measure to the varying conditions of award, particularly those of age limit, examination date, and syllabus, it is highly desirable that a large degree of uniformity should be introduced in these examinations by framing the syllabus on the Education Code for the current year. 4. That awarding bodies should act more in concert than at present, either (*a*) by making use of a common examination; or (*b*) by examining on a common syllabus, on the same day or days throughout England. 5. That the maximum age of candidates from elementary schools should not exceed 13 (preferably 12), and an allowance should be made for age. 6. That the tenure of scholarships should, subject to good behaviour and satisfactory progress, be for not more than two years, and be thereafter renewable. 7. That where possible, the emoluments of scholarships should consist of two separate parts, viz.:—(*a*) the cost of tuition, books, &c. (*b*) a contribution towards maintenance; and that those scholars only should be allowed the maintenance grant whose parents satisfy the awarding body of their actual need of such assistance. I should like to emphasize the point relating to our recommendation that awarding bodies should act more in concert than at present, by pointing out that we suggest an option: either that a common examination should be taken, or else that the syllabus should be common. The point I wish to make is, that we aim at making an impression upon the public mind, and I think that no impression on the public mind will be made unless you examine on the same day; so that our aim is to have a sort of scholarship Saturday.

13,992. Why do you lay stress on that?—Because I have seen what the effect of Hospital Sunday is in creating such an impression. There is in general no impression on the public mind at the present time about these scholarships. In most places the scholarship link between elementary and secondary schools exists in name only.

13,993. You do not think then that a common examination, or common syllabus, is open to the objection that it will tend to produce too great uniformity?—Not if the examination itself is sufficiently diverse.

13,994. But can the examination be very diverse if the examination is either common, that is to say upon the same papers, or upon the same syllabus?—I shall hope to prove that to you; what we take as our syllabus is the Education Code, which is diverse; we examine in practically all the subjects of the Education Code, and besides requiring a pass in preliminary subjects—arithmetic, composition, dictation,—our scheme merely restricts candidates to two class subjects, and to two specific subjects. A candidate may take any two out of some four or five class subjects, and any two out of some 13 or 14 specific subjects; and if you combine those two together you will find that each candidate has a choice of 600 or 700 different combinations of the four subjects he may choose.

13,995. Will you tell us what you conceive to be the special features of the scheme and the special advantages thereof?—The first special feature is the representative character of the sub-committee. We conceive that there are four interests involved in the award of scholarships, namely (1) the schools that prepare candidates; (2) the schools that take the candidates; (3) the bodies which award scholarships; and (4) the universities; and our minor scholarships sub-committee has, therefore, been constituted out of representatives of the following bodies: (*a*) the Headmasters Association and the Headmistresses Association as representing the schools to which the scholars go; (*b*) the National Union of Teachers as representing the teachers from whom the scholars come; (*c*) the County Councils; and (*d*) the two Universities of Oxford and Cambridge.

13,996. How large is the sub-committee at present?—It consists of 22 members. It has this great advantage, that all the interests involved are consulted, and the scheme is kept in a plastic state. We have, for instance, had before us the case of Jewish candidates, and for them, at no extra charge, we conduct a separate examination. We have also had before us the question of rural candidates not being so advanced as urban candidates; and we are this month setting two examinations on the syllabus in order that rural candidates shall be examined on an easier set of papers, and under easier conditions than the urban candidates, still basing the scheme on the Education Code.

13,997. That is to say, you here adopt your alternative (*b*); you examine on a common syllabus, but do not have a common examination?—No, at the present time we examine on the same day. I should say further that in London (and we propose to adopt the same practice for other large towns), we divide the examination so as to have the preliminary on one day, and the final upon the second day.

13,998. That is not quite my question. I mean that you have adopted the alternative (*b*) in your paper in this sense, that this examination for the rural and urban schools is upon a common syllabus, but it is not on the same papers?—It is not on the same paper, but it is on the same day.

13,999. Of course I understand it is on the same day, but it is not a common examination—that is to say, it is not by the same question papers?—No, it is not. The second special feature of the scheme, is, that it is founded entirely on the Education Code as giving us the syllabus on which the great majority of candidates will have been taught.

14,000. That is to say, that the Education Code now covers all the subjects taught in elementary schools, and therefore your examination covers all the subjects?—That is so.

14,001. At the same time, of course, the very fact that it covers such diverse subjects, implies that it may be very different in different schools does it not?—We give an option of questions in various subjects to meet that difficulty; but I may say that the examination itself is divided into the preliminary, which is compulsory upon all, comprising arithmetic, dictation, handwriting, and composition; and the final examination we divide into class subjects which we call Group A, and specific subjects which we call Group B, and there are two subjects only out of Group A to be taken, and two subjects only out of Group B to be taken.

14,002. The scheme as I gather from you, has been rapidly adopted, or has spread rapidly?—I have certain statistics about that.

14,003. You need not go into them in detail; perhaps you can give us the general result of them?—They are not in detail. The first examination was held in the spring of 1893; we then had 14 centres and 482 entries. In the autumn of 1893 there were 41 centres and 1,223 entries. At the last examination, which was held in the spring of 1894, there were 49 centres and 2,161 entries. The next examination is to be held this month, and the number of candidates is about 1,800; so that in 1893 the

first years of the scheme, there were 1705 candidates, and in 1894 nearly 4,000 candidates.

14,004. For how many scholarships?—The Headmasters Association does not take cognisance of the award of scholarships; it acts entirely as an examining body.

14,005. But can you not tell us for how many scholarships those 4,000 candidates entered. We hardly ought to say 4,000; we must take each particular time—1,800 you said was the last?—2,161 for the spring. I should think there were then about 500 scholarships.

14,006. (*Mr. Llewellyn Smith.*) Do those numbers include the candidates for the minor scholarships of the Technical Educational Board?—Yes.

14,007. That would account for part of the increase, and a good part would it not?—Yes, it would; but still there are some other administrative counties that have adopted the scheme since then. We have now ten counties that have accepted this examination as a satisfactory examination.

14,008. (*Chairman.*) What do you mean by counties accepting the examination; do you mean the county councils?—I mean the county councils using it.

14,009. What I want to know is, under what terms the authority has done that?—It is done through the technical education committees of the different counties.

14,010. What were the counties?—Cumberland, Derbyshire, Hertfordshire, Herefordshire, Kent, London, Northumberland, Nottingham, Surrey, and also the county borough of South Shields.

14,011. When you say that they have accepted your examination, do you mean that they conduct the examination upon papers which you supply, or what do you mean?—They put their examination entirely into our hands.

14,012. Do you send down people to distribute papers, and do you look over the papers?—They appoint superintendents for the examinations, and make all arrangements for examination rooms and so on; they send the names of the superintendents to us; and we send in sealed packets the examination papers with directions to those superintendents.

14,013. And then the answers come back to you?—Yes, they are sent direct to the scholarships examiner.

14,014. Whom do you describe as the scholarship examiner?—An examiner appointed by the minor scholarships sub-committee.

14,015. How many have you?—One, who is responsible for the whole examination.

14,016. Do you mean that you have only one examiner for all these counties?—We have only one examiner, but he employs a certain staff.

14,017. Do you leave it to his discretion as to whom the staff should consist of?—Entirely; Mr. Pinches, who examines for the Association, is now acting and for the last seven years has acted as scholarship examiner to the London School Board; he possesses a quite exceptional experience in examining both elementary and secondary school candidates, and in every respect we are satisfied.

14,018. Is the looking over the papers, and the selection of successful candidates from the papers, entirely left to him and those whom he selects to do the work under his directions; is he absolute over that?—He is absolute in making out the list, but not in the award of the scholarships; he has nothing to do with the award of the scholarships beyond making recommendations.

14,019. Who awards the scholarships?—The various awarding bodies. The examiners' report, and, in many cases, the marks, are sent to them; a list is made out in order of merit, and they may award on the order of the list or they may select their candidates otherwise as they will. The

notice issued by the Technical Education Board of the London County Council will illustrate this. One of their notices runs thus: "The "Technical Education Board does not, however, bind itself to award the "scholarships simply on the results of the examination, but reserves the "right to take any other considerations into account, and in particular "may, if it see fit, restrict the number of scholars to be elected from "any particular school or district." In certain other counties I find that, if they offer, say, 20 scholarships they will not give those 20 to the first 20 candidates, but they select five from such a district, and five from such other district.

14,020. And in some cases do they also make inquiries with regard to the circumstances of the parents?—So far as I know, the technical board of the London County Council is the only one that does that.

14,021. You are not aware of any other county that adopts the same practice?—I am not.

14,022. I think Essex is not one of the 10 counties that you mentioned?—No, it is not.

14,023. Then the process is this: that the papers are all sent to Mr. Pinches; Mr. Pinches distributes them amongst those who examine the papers under his directions; those examiners fill up the list of the marks of the candidates (of course, for each county separately); those are sent to Mr. Pinches, and by Mr. Pinches are given to your sub-committee, and by your sub-committee are sent down to the counties?—That is so.

14,024. And the counties having received them deal with them as they think fit themselves, awarding the scholarships either according to the marks, or in such a manner as they please?—That is so.

14,025. (*Mr. Llewellyn Smith.*) Is it not the case that some counties exercise, or reserve the right to exercise, some check on the papers, in that through their advisers they see the papers in proof before they are set; is not that the case in London, for example?—I should not like to say, yes; and I should not like to say, no. We do not acknowledge any right of supervision of the papers; but, as a matter of fact, some of the papers are seen beforehand by advisers of the county council.

14,026. At present the initial step has not been very carefully formulated?—No.

14,027. (*Chairman.*) That is a substantial difference, is it not? In that case it would not be correct to say that the papers are entirely pepared by Mr. Pinches and his subordinates, and are sent down sealed to the county authority, if but in point of fact, in some cases, the county authority or their advisers have seen the papers beforehand?—I take it that not the county authorities but a particular individual who happens to have a county post has seen them.

14,028. That is to say, the adviser of the county authority?—We do not recognise that.

14,029. But it happens, I understand from your answer?—That is so; but there is no condition that it should be so. As a matter of fact, last time it did not happen at all.

14,030. If it happens, how does it happen; does Mr. Pinches submit the papers, in the first instance, to the adviser, and then get them back from him with his suggestions?—No.

14,031. How then does it happen?—He sends the papers to me, as chairman of the scholarships committee, and he receives suggestions from me.

14,032. Where does the county council's adviser come in?—I then go to Dr. Garnett, and ask him if he has any suggestions to make?

14,033. Does he ever make suggestions?—He does sometimes.

14,034. And are the papers varied accordingly?—Yes, at times they have been.

14,035. Then, *pro tanto* (the extent may be small), the examination is not identical?—Yes, it is.

14,036. Are the suggestions adopted in every case, or is the London County Council the only case in which this has happened?—The London County Council is the only case in which it has happened.

14,037. And on the last occasion it did not happen?—No, on the last occasion it did not happen; and the suggestions which have been made have been received as suggestions—some accepted and some rejected.

14,038. And no subsequent difficulty has arisen?—No.

14,039. To make the matter clearer I must ask you this further question: when the suggestions are adopted, are they adopted as regards all the papers, or only as regards all the papers set in London?—The papers are common papers, and therefore any suggestions that are adopted are adopted for them all.

14,040. Then the examination is identical?—Yes.

14,041. (*Dr. Wormell.*) But does not this arise from the very harmonious way in which the Technical Education Board of the London County Council has worked with your association. On that Board a member of your association is taken as a representative, and there is a direct connecting link; is it not a natural consequence that there is an understanding between the two bodies as to the right course to be adopted in these examinations?—That is so, and nothing could be more satisfactory than the relations in this particular matter. But I may say in addition that one looks rather upon this as an interim arrangement whilst things are getting into shape, for, as I say, we have not cognizance of it, and could not have any.

14,042. (*Chairman.*) Would you prefer to put it in this way then: that it is really a provisional arrangement arising from the fact that close personal relations exist between you and Dr. Garnett, so that you are glad to have his suggestions upon the subject, but that you do not look upon it as a permanent or necessary element of the system?—That is so.

14,043. (*Mr. Llewellyn Smith.*) But you also recognise, do you not, that the prospects of the continuance of those relations would be strengthened if the adviser of the county council was always able to assure the body that he had himself seen the papers, and he was convinced that the examination was a satisfactory one?—I think a better plan is that which I suggested to the Technical Education Board, and which they will possibly agree to, viz., that the educational adviser should come on to the sub-committee together with someone else whom they may choose to nominate.

14,044. (*Chairman.*) Have you anything further to say about the special case of London, and the attempts that you have made to unify the system there?—The Technical Education Board, in awarding its scholarships, has made a restriction as to the income of the parents of candidates; they say children of parents in receipt of more than 150*l.* per annum, from all sources, would not be considered eligible for these scholarships. It was pointed out that there are many other scholarships not restricted in that manner, and yet restricted to pupils from public elementary schools, as the Technical Education Board scholarships are. It was suggested, that if the two sets of scholarships, viz., those restricted as to income of parents, and those not so restricted were examined for together, it would be a great advantage, and the Technical Education Board has therefore embodied in their circular this notice: "A circular "issued by the Headmasters Association contains particulars of other "scholarships to be awarded on the results of the October examination "to pupils in public elementary schools in London, without restrictions "as to the circumstances of the parents." Then the association compiles a list, called Form E., of scholarships to be awarded without income restrictions, copies of which are sent round to all the public elementary schools of London with these notices of the Technical Education Board.

The headings of Form E. are as follows: "Awarding body"; "Number" (whether to boys or girls); "Annual value and length of tenure"; "Where tenable"; "Area from which candidates are eligible"; "Special regulations as to age, or specified subjects"; and "Full details and application forms to be obtained of ————"; in the last column is the name of the particular clerk or headmaster who has the scholarship in charge. I may say that on the list which I hold in my hand are the following:—The Drapers Company, whose Bancroft scholarships are awarded by means of this examination; the governing body of the Aldgate and All Hallows' Barking Exhibition foundation: the Clothworkers' Company; and then certain schools; such as Parmiter's School; the United Westminster School; the Whitechapel Foundation School: Archbishop Tenison's School; Alleyn's School, Dulwich; St. Martin's School for Girls; the William Ellis School; the Queen's Park Institute; and the High School, Woolwich.

14,045. Is that all you have to say with regard to the special case of London?—There is one thing more: the London School Board have now under consideration the question of whether they will not also offer their scholarships on the same lines, and last Thursday a deputation of the Headmasters Association went up to the London School Board for the purpose of placing the matter before them.

SCHOLARSHIP SYSTEM: GENERAL SUGGESTIONS.

14,046. Will you now give us the benefit of such suggestions as your experience has enabled you to formulate with regard to the general question of the best method of establishing and working the scholarship system?—The first suggestion arises out of the result of examining rural and urban candidates upon the same papers. We find that it is impossible to continue that with satisfaction; rural candidates so frequently do not take specific subjects that they find themselves placed at a disadvantage.

14,047. Would you draw this distinction between "rural" generally and "urban" generally; would there not be cases of small towns which you would reckon as urban which are really as far behind as some of the rural districts?—Without doubt that would be the fact; but our idea in forming two examinations would be to let the awarding bodies determine whether candidates from a certain locality should take one or the other. I was speaking to Mr. Sidney Webb last week about it, and he said that he thought that would meet the difficulty of poorer schools in London if they were allowed to take the rural papers.

14,048. Then "rural" is, so to speak, not a geographical term; it denotes a different educational level?—It has been difficult to find a term, but the distinction to be borne in mind is that of a two-day and of a one-day examination.

14,049. Is it not desirable that you should make it clear that the word "rural" does not denote a country district, but denotes a different educational level or standard?—The examination has not yet been named. I will bear in mind what you have said.

14,050. I mean that I understand that to be so?—Yes, that is so. In North Bucks they would have adopted our examination for this October, and had in fact agreed so to do; but we examine on Standard VI., and, after a long discussion at the Technical Education Committee of the North Bucks County Council, they decided that their candidates were not able to take Standard VI., and therefore they altered the examination to Standard V., and undertook the examination themselves.

14,051. Then may I put the suggestion that you make under this head in the following way: that you consider that the circumstances of the different schools, and the standard which they are able to attain, are so different that it is desirable to have at least two classes or standards of examination—the one to be used for the more advanced schools, and the other to be used for the less advanced schools?—I quite agree with that.

14,052. That would rather be the form that your suggestion would take would it not?—Yes.

14,053. Do you consider, then, that all the schools in one local area ought to be dealt with on the higher or lower level as the case may be, or that within the same local area there might be some schools to which the higher standard ought to be applied, and some schools to which the lower standard ought to be applied?—I think the latter.

14,054. Have you anything to say with regard to the advisability of revising the present restrictions upon candidates?—I wish to point out that the candidates for scholarships of schools administered under Charity Commission schemes are nearly always restricted to those who for a definite time have been scholars of public elementary schools. That regulation was doubtless made in the first instance with the idea of differentiating those of higher social standing from those of lower social standing, but it has long since ceased to do that.

14,055. Is that because those of higher social standing have come so largely to use the elementary schools; is that one reason for it?—I think that is one great reason. The Technical Education Board of the London County Council, as an example, recognised the fact of the case, and based thereupon the double restriction: they took up the restriction to scholars of public elementary schools, and to that they added another restriction, that the parents of such candidates should not be in the receipt of more than 150*l.* a year. I feel very strongly indeed that the latter restriction is the right one, and that the former ought to be done away with.

14,056. Do you think that the restriction as to income works pretty smoothly; are no practical difficulties found in applying it either in ascertaining precisely what the parents' income is, or otherwise?—Mr. Llewellyn Smith would know more about that than I do.

14,057. We shall have the benefit of Mr. Llewellyn Smith's views when we come to discuss the question; we should like to have at this moment the benefit of your experience?—I cannot imagine there being any insurmountable difficulty if the investigation is properly conducted. Of course I have come across cases where valuable exhibitions have been given to persons who on the ground of need certainly were not entitled to them. Take the Campden Exhibitions at Kensington for example, where in one case a man living in a house rated at 120*l.* a year sent his son to an elementary school for the purpose of qualifying for a scholarship which was restricted to candidates from public elementary schools.

14,058. Then in that case there was no restriction about income, I presume?—There was none.

14,059. Do you know what was the value of the scholarship at Kensington that that parent wished his son to get?—30*l.* a year. There was another case in the same trust, where the son of a flourishing chemist went to a board school for the same purpose; another instance which I can vouch for, and there are doubtless numbers of such cases, relates to the scholarships for girls at the Skinners School at Stamford Hill; when the foundation stone was laid, notice was given that there would be certain scholarships open only to children who attended public elementary schools, and had attended them for three years; one parent thereupon took away his children from a secondary school in order that by the time the school was built they might have the necessary qualification.

14,060. Have you any other suggestions to make on this subject?—Not as to that point.

14,061. Then will you go on to the next point?—The next point is a very important one, namely, that there should be an official recognition of the scholarship link between elementary schools and secondary schools.

14,062. What do you mean by an official recognition?—I think, in the first place, that school boards ought to recognise that their masters have done well if they have sent in candidates who have gained these scholarships conferring higher education. In the next place, I think that the Education Department, through their inspectors, ought to acknowledge the same fact, and place it on record in their report.

14,063. You mean in the report of the inspector?—Yes, in the report of the inspector concerning the particular school.

14,064. You mean that where a school succeeds in getting a considerable number of scholarships, the inspector might call attention to it?—I think he ought to call attention to the exact number that have been obtained, and where. At the present time there is a very natural reluctance on the part of school teachers in elementary schools to pass their children on; they do not want to get rid of their best children; yet if some official recognition of this kind were given, I am sure it would serve to overcome this natural reluctance.

14,065. Then what do you consider would be the service of such a minor scholarships examination as regards the standard of scholarships generally?—With regard to the close scholarships, it gives a means for governing bodies that award close scholarships to compare their candidates with those who win open scholarships.

14,066. Will you please explain what you mean by "close scholarships"?—Scholarships that are confined to one particular area. The All Hallows Barking Foundation for example, gives, as the area from which candidates are eligible, the following:—The parish of All Hallows Barking: the precinct of St. Katherine, near the Tower; the hamlet of East Smithfield, being part of the parish of St. Botolph, Aldgate, and the parish of St. Dunstan in the East. As I have observed, the minor scholarships examination gives an opportunity for governing bodies that award close scholarships to compare their candidates with those who win open scholarships. Our list, in fact, is drawn up in two classes. A first class containing the names of candidates declared to have reached scholarship standard, and a second class of those who, although they have passed the preliminary, have not reached scholarship standard; and the object is to enable awarding bodies to point out to inferior candidates why they are not awarded scholarships.

14,067. But what is the operation of that upon the close scholarship. I presume if the close scholarship is to be given away, it is given away to the best candidate, even although he would not have got the open scholarship at your examination?—In many cases the scheme provides that if the candidate in the close area is not qualified, there are certain other districts that are to come in.

14,068. That is to say, if he does not come up to the prescribed standard?—Yes; in the All Hallows Barking Foundation it is stated that the districts I read out have the preference; otherwise the parish of St. Botolph, Aldgate, and the parish of St. John, Wapping; otherwise the City Division or Tower Hamlets Division of the school district of the Metropolis.

14,069. Is the operation of that rule that, if the candidate from the close area comes up to a certain level, he gets his scholarship preferentially to any other candidate, but that if he falls below the level, the scholarship becomes open to candidates from a wider area?—That is the idea.

14,070. That is the operation of the regulation that you describe, is it?—That is the aim.

14,071. Is that the result?—The scheme has not yet had long enough to work.

14,072. I thought you were describing a scheme which had been in force?—This is the first time that these particular exhibition foundations have awarded scholarships under this examination.

14,073. I did not quite understand that that was so. Is that the only case that you know of; there are many instances of close scholarships, are there not?—Practically, all secondary school scholarships are more or less close scholarships. I can give you another example. The United Westminster School offers 20 or 30 scholarships, confined to the parishes of St. Margaret and St. John, Westminster, and St. Luke, Chelsea. This time there are not nearly enough qualified candidates to fill those 20 places.

14,074. What happens then to the remaining places?—For this time they will, I suppose, not be filled up; but next time, the extra publicity that such a fact as that will acquire by means of sending these facts and the reports on them through London, will doubtless have its effect on Westminster.

14,075. Do you mean that it will induce Westminster either to open its scholarships to a wider area, or else to make some provision for filling up those vacancies for which no qualified candidates have appeared?—No. I mean that the effect on Westminster will be that the school authorities of the Westminster elementary schools will be ashamed of such a result, and they will endeavour to present a better result another year.

14,076. (*Dr. Wormell.*) They will send a larger number of candidates?—Better prepared candidates.

14,077. (*Chairman.*) Is that all that you have to say upon that point?—Yes.

14,078. You have been, so far, speaking of what you have called minor scholarships; do you mean by minor scholarships, scholarships from elementary schools, or what is the sense in which you use that term?—I mean scholarships that are awarded at entrance into secondary schools.

14,079. From elementary schools?—Not necessarily.

14,080. Not necessarily from elementary schools, but entrance scholarships?—Yes.

14,081. What do you call major scholarships?—Scholarships that, as a rule, take candidates from secondary schools.

14,082. To where?—To higher institutions of all kinds.

14,083. Universities or technical schools, for instance?—Yes.

HEADMASTER'S ASSOCIATION "B." SCHOLARSHIP TO BE TAKEN FROM SECONDARY SCHOOLS.

14,084. Proceeding, then, to scholarships which are to be held from schools at places of higher education, have you any suggestions to make?—Our association is, at the present time, occupied in drawing up another scheme somewhat similar to the one for minor scholarships, and the constitution of the committee follows the same lines in being representative, since it consists of representatives of (1) the Headmasters Conference; (2) the Headmasters Association; (3) the Headmistresses Association; (4) the City and Guilds Institute; (5) King's College, University College, and Bedford College; (6) the Oxford and Cambridge Schools Examination Board and the Local Examinations Boards; (7) the London Chamber of Commerce; and (8) the Organising Secretaries Association, these bodies representing, as before, all the interests involved.

14,085. And with regard to the examination for those scholarships tenable at a place of higher education, what have you to say?—Our scheme is not yet issued, but it is suggested that some recognised examination should be accepted in lieu of the preliminary, such as the Matriculation of London University, the Oxford and Cambridge Board lower certificate, the Oxford Local or the Cambridge Local, junior or senior, the College of Preceptors Examination (first class), or any other equivalent examination approved by the committee. It is thought that to ensure a certain amount of general knowledge, a candidate should be required to have passed one of those examinations before being allowed to sit for the scholarship examination. The subjects of this examination will be combined in groups, so as to represent all the kinds of secondary schools that exist.

14,086. Your idea is that secondary schools should unite to have a uniform examination for scholarships which boys are to get on proceeding from them to places of higher education, and that then there should be, at any rate, a certain measure of uniformity in that examination for secondary schools all over the country; is that your idea?—Our idea goes rther further than that, in that we hope that the county councils will adopt such a scheme.

14,087. That they would impose it, you mean, as a condition of holding their scholarships which are to be tenable from secondary schools to

other places?—No, that they will adopt our scheme (as they have adopted our minor scholarship scheme) on which to award their higher scholarships.

14,088. Will you just explain a little more fully what you mean?—Our idea is, not merely that this examination should be adopted by the different schools, but that it should be adopted by the county councils who are now awarding scholarships to scholars who are in public secondary schools.

14,089. That it should be applied to public secondary schools generally?—Yes.

14,090. (*Mr. Llewellyn Smith.*) Arising out of that, I want to ask whether in using the word "preliminary," you mean the same thing as you did when you were speaking of the minor scholarships, namely, the compulsory subjects; or whether you mean the real preliminary qualifying examination, the results of which, however, would not count in the final addition of the marks, because the two things are quite differ[e]nt?—The word does not here stand for the same thing; here it stands for [a] outside examination which is accepted as in place of the preliminary. [from Ha].

14,091. That is to say, you would not admit anybody to the final examination, who had not got through that preliminary examination, but his success in that examination would not count towards a scholarship?—That is what I mean.

14,092. (*Chairman.*) You mean as a pre-condition for entry to the examination for which the scholarship would be awarded?—Yes.

14,093. (*Mr. Llewellyn Smith.*) But in the minor scholarship it is not so; the preliminary marks are then added in?—Yes.

14,094. (*Chairman.*) You do not conceive that the adoption of this scheme would tend to produce too great uniformity in educational methods?—I think the fact that the Headmasters' Conference and the Headmasters' Association are combining to work out a satisfactory test is a sufficient answer to that.

14,095. Do you feel sure that that would be accepted by public opinion as a sufficient answer?—If it is not accepted it will not succeed, and it will drop. It is an attempt, as before, to get unity of name under a diversity of operation.

14,096. Of course, if it is not uniform that objection clearly will not apply; if it is really not uniform, although called by the same name, the objection that it would induce uniformity would obviously disappear; but I rather gathered from your evidence that you intended it to be largely a uniform examination?—No; it corresponds, in my mind, to the B.A. examination at Oxford or Cambridge; there is one degree, but the subjects are very various.

14,097. Have you any further observations to make with regard to any other advantage which the schemes you have been explaining may possess?—I should like to point out that the scholarships offered by the county councils are sometimes vacated not by educational but by mere geographical reasons. For example, at the last examination held, by the London County Council, to award intermediate scholarships, one boy was disqualified by living on one side of a street, whereas he would have been qualified if he had lived on the other side of the street. I think that these geographical questions ought to be settled quite apart from secondary schools and educational matters; and I suggest that if there be a Secondary Education Department or a Registration Department, that is to say, a department for the registration of teachers and schools, a committee of that department might act as a kind of scholarship clearing house, with power to decide that in such a case as that the boy shall have his scholarship, and that each county shall pay a certain quota towards the same.

14,098. You mean in the instance you have given us, that supposing that the boy lived upon the confines of the area of the London County

Council and the Essex County Council, he should not lose his scholarship merely because it turned out that he lived on the Essex side of the street, but that the Essex County Council should pay him the amount of his scholarship; or would you require the London County Council to pay it although he lived outside the area?—I think that certain principles should be worked out by such a committee as I suggest; because if a boy attends a London school, and lives in another county, there might be some quota to be paid on account of each of those conditions. I may say that in this particular case, the boy and his parents had no knowledge that they were outside the particular area; he went in for the examination, and it was only by the scrutiny that he was ultimately ruled out.

14,099. Then the condition of tenure was residence of the boy's parents, and did not relate to the school in which the boy received his education?—That is so.

14,100. The difficulty then might be overcome by making the school the determining element in eligibility, might it not?—Yes; but if you do that you would have some difficulty in certain boarding schools where the boys had no connexion with the locality.

14,101. You mean by boarding schools, public boarding schools?—Yes.

14,102. Such as?—St. John's at Leatherhead, which can hardly be called a Surrey school. I think the principles should be decided carefully as so many cases arise; but I am clear about this, that a boy ought not to lose his scholarship on such conditions as those.

14,103. Have you had experience yourself, in the schools of which you have been headmaster, of the receiving of boys under the scholarship system, as the holders of scholarships from public elementary schools?—I have received many such boys. At Parmiter's School we have 40 places kept for such boys.

AGE FOR TRANSFERENCE FROM ELEMENTARY TO SECONDARY SCHOOLS.

14,104. Have you any remarks to offer as to the educational condition in which those boys came to your secondary schools from public elementary schools, bearing upon the question of the age at which a boy ought to be transferred from an elementary to a secondary school?—I think that a boy should not go later than 13 years of age.

14,105. You do not dissent from the view that he ought, if possible, to go as early as 10 or 11?—I should prefer 12.

14,106. What differences do you discover in the progress of a boy's work in secondary subjects between those who have been at an elementary school up to 12 or 13, and those who have been at a secondary school from the first?—I find that the boys who come from the elementary schools are very quick at making up their deficiencies in the various subjects if a proper arrangement is made to teach them the subjects apart from the other boys for a time; they very quickly fit in, and in all respects they make excellent scholars, and help to set the pace for the other boys.

14,107. Of course they are picked boys?—Yes.

14,108. The fact that they have got scholarships shows that they are picked boys?—Yes.

14,109. It has been suggested, I forget by whom, that the boys coming in at that late age, at 13 or 14, to secondary schools, from elementary schools, would have done better if they had been taken away from elementary schools earlier and been trained upon what might rather be called secondary school methods; have you any remark to make upon that view?—I do not feel strongly about it. I feel that if the change be made at 12 years of age that is quite early enough, but if it is made later the boy does not get to feel that he belongs to the secondary school.

14,110. And as regards a boy leaving at 12, do you think that the system of competitive examination is usefully applicable to boys at the age of 12, or do you adopt the view that there are serious objections to its use with a boy of that age?—Granted that they are picked boys, I do not think that there is any objection to it.

14,111. I put it in this way: it has been suggested that it would be better if, instead of selecting by competitive examination at so early an age as 11 or 12, boys to go from elementary schools to secondary schools, the headmaster of the school were given the right of selecting by his own judgment the boys who were most likely to profit by proceeding to a secondary school; and were therewith required to satisfy the managers or governors of the school, the directing authority of the school, that those were the best boys, so that there should be no suspicion of favouritism on his part. We have been told that such selection by him, subject to the control of the managers, would be better than the system of selection by competitive examination; have you any opinion to give us as regards that suggestion?—I have the strongest possible objection to it. Wherever I have seen anything of the kind at work for any continuance of time, I have observed that it gets into a groove, and the influence of the public competition upon the school sending the lad is lost.

14,112. Do you mean public competition between schools, or in the school itself?—I mean both the competition between the schools and that in the school itself.

14,113. But this view has been put forward only with regard to the selection by competitive examination within the school itself, so far as I recollect?—I should disagree with it still.

14,114. Is that because you think that a selection could not be made so as to avoid the suspicion of unfairness?—Very largely that.

14,115. What other reason have you?—I feel that the stimulus both on the school and on the boy is gone; it becomes a nomination.

14,116. But the nomination, *ex hypothesi*, would be made upon the proficiency of the boy; it would be made to the boy who had done best in the classes. I am stating the view that has been put before us?—Well, you have to deal with human nature, and such a nomination will not work for long.

14,117. You mean by that that either it will not be fairly made, or that at any rate people will not believe that it is fairly made?—I think that in some cases it will not be fairly made, and it is certain, the external test being absent, that people will not believe that it is fairly made. But, beyond that, a public-spirited master of an efficient school is glad to have some public test and recognition of good work such as such an examination affords.

CENTRAL AND LOCAL AUTHORITIES.

14,118. You have mentioned in your précis the subject of school authorities; the Commission would be glad to hear what suggestion you have to make with regard to that point?—In the first place what is needed is a central council, with a Minister of Education, for the correlation of the education of the country generally. This council might consist of official representatives, to which a registration department might be added. Such registration department should be worked by a council on which teachers should be represented, and it (or a committee of it) should serve as a court of appeal in matters affecting the teaching profession. Secondly, there must be a district authority whose areas should be those—in general—marked out by the Local Government Act, 1888; and power should be given, subject to the consent of the central authority, to amalgamate or subdivide areas. The district authority should be of statutory constitution, should be required to report annually to the central authority, and should have power to suggest schemes to the central authority dealing with the endowments of area.

14,119. Have you anything to say as regards the governing bodies of schools?—Where funds are sufficient, the present system works well, but in other cases it is most desirable, I think, that there should be included in all schemes definite directions concerning the proportional allocation of funds where more than one school is on the same foundation. In schools on the same foundation correlation is prevented by indefinite exercise of the power to modify the age limit of the scheme—which in my opinion

needs restriction; and thirdly, the "farming" of schools should be expressly prohibited, On all these points I could furnish the Commission with examples if desired. With regard to the powers of the headmaster, I am of opinion that by the scheme the headmaster should have a consultative seat on the governing body, and that the appointment and dismissal of masters, and all persons regularly employed by the school, should be absolutely in his hands. Dual control is, I consider, altogether undesirable.

14,120. (*Mrs. Sidgwick.*) In speaking of the governing bodies of schools you made certain recommendations with regard to which I understood you to say that you could give examples. Can you give us any of those examples now?—With regard to the governing bodies of schools I should like to say that the present system works exceedingly well. I find that the governors are desirous to carry out the directions in their schools, but in a good many cases they have not sufficient experience, and they have a reluctance to ask other governing bodies how they have acted in similar circumstances; and certain directions, therefore, seem to me desirable to be embodied in schemes. One in particular is how to deal with schools when more than one school is on the foundation. Take the case of the schools at Bedford. There is a large body of governors, and they divide the income into fourteenths; to two of the schools they give four fourteenths; to two others they give three fourteenths; and each school knows exactly that it will be dealt with fairly in relation to the other schools. When you come to certain other schools, like the schools on the Aske foundation in London, where also there are four schools, two at Hatcham, and two at Hoxton. No such division is made, and in consequence it depends upon, I might say, the force of character of the particular headmaster or headmistress as to the proportions in which those funds are divided, because there is no prior division; each asks for what is wanted at the time, and when the end of the year comes, it has certainly happened many times that one school has had a great deal more than another. I think, therefore, that governors should have direction on such a point as that.

14,121. (*Chairman.*) Does not that rather point to having governors who are capable from their oversight of the several schools, and their educational powers in relation to the needs of the locality, of properly distributing the income. May it not be said that it would be much better to have a body of governors capable of dividing the income from time to time among the schools with regard to the work that they have to do, than to allot to each scheme a fixed proportion?—I merely say that there should be definite instructions to governors each year to apportion the proportions.

14,122. You would leave the proportions to the governors?—Yes. Then with regard to my next recommendation a second direction seems to me desirable, when two schools are on the same foundation, as to the way in which the governors are to be allowed to modify the age limit of the scheme. You get, for instance, two schools at Ipswich, a middle school, where the age limit is 16, and a grammar school, where it is 19. In the middle school the governors have the power to allow the age of 16 to be exceeded on the recommendation of the headmaster. It is quite clear, that if this recommendation is made with regard to a very large number of boys it entirely changes the character of the school. But, on the other hand, it was a reasonable provision to make; because there are certain boys who would not go to another school if they were not allowed to stay beyond 16. I should suggest, therefore, that in such schools, and probably only in such, this number above the age limit of the scheme be restricted to a certain definite small per-centage, say three per cent., of the total number in the school. That would meet the case of justice to the boys, and at the same time prevent injustice to the upper school. Then, with regard to the third point, namely, the "farming" of schools, that I am afraid is much more widely distributed than perhaps is thought. In a great many cases the governors find that they have not enough money to carry out the provisions of the scheme

satisfactorily, so they act up to the letter of the scheme by advertising for a headmaster, but they put into his hands the whole of the receipts, and tell him to manage the school, and they get rid of their responsibility by meeting once a year.

14,123. (*Mr. Lyttelton.*) And they leave him to make what profit he can?—Yes. In fact that turns what is a public school by name into very little more than a private school. I know a school in which the town council, which constitutes the governing body, accepted certain lands on behalf of a certain school, on payment of a rentcharge of 18*l.* This has been paid for 400 years; the land (so local tradition says—I cannot vouch for the truth of it) has now been devoted to public purposes in connexion with the town, and brings in a larger income. The headmaster has all the receipts; his fee is kept down by the scheme to 5*l.* a year; and, therefore, he has to do upon 5*l.* a year, what cannot efficiently be done under 10*l.* The municipality has just added the last straw in this case by rejecting, on the ground of want of funds, a new scheme proposed for the school by the Charity Commission, and then starting, out of the Customs and Excise money, a municipal school at a fee of one guinea a year less. The moral of so flagrant a case as this is, that some municipalities will want looking after by the central authority. Then, with regard to proprietary schools they seem particularly prone to something akin to this; and in their case also the prohibition ought also to be made.

EXAMINATIONS.

14,124. What are your views on the subject of examinations generally?—Examinations are of two kinds, (1) internal, and (2) external. In my opinion internal examinations as provided by scheme are in general ineffective, owing to the cost and the scarcity of good professional examiners. The universities would be much more in touch with Secondary Education if they examined more schools: they would examine more schools if they charged schools less; but as this is not possible if the examiners are to be sufficiently paid, it is my opinion that the universities should be subsidised to conduct school examinations. External examination should, as in the universities joint board examinations, be pass examinations of a definite standard, and adapted to ages of 14, 16, and 18 (or 19). The two desirabilities, (*a.*) variability of type, and (*b.*) efficiency of examinational control, are best met by a pass examination. Civil Service examinations as at present conducted for candidates of school age have a large and adverse effect on Secondary Education; the syllabus should be liberalised on the lines of the examination for assistant clerks in the navy, or a pass certificate of some university examination required.

14,125. Is there any further recommendation which you wish to bring before the Commission generally?—I am of opinion that public schools should not be required to pay rates, and also that modern schools of first grade should be established, and should rank with classical schools of the same grade. University recognition of such schools also is essential, and would benefit both school and university.

RELATION OF HEADMASTER TO TEACHING STAFF.

14,126. You suggest that the headmaster should have an absolute power of appointing and dismissing all masters, and all persons regularly employed by the school. If I recollect rightly, some witnesses who attended here on behalf of the Headmasters' Association suggested that there should be an appeal to the governing body of a school from dismissal by the headmaster; will you therefore give us an argument in support of your view, as you appear to differ therein from the Headmasters' Association?—I feel that any appeal ought to be so placed as to prevent any injustice of dismissal, and at the same time to interfere as little as possible with the powers of the headmaster. I should, therefore, suggest that instead of an appeal to the governing body, an appeal be made to a professional body, which might be constituted out of the registration council, which I suppose would consist, partly at any rate, of representatives of the teaching profession.

14,127. You mean a central authority in fact for all England?—Yes. I am thinking of one particular branch or committee of it.

14,128. But it would be central for all England?—Yes.

14,129. And that they should have the power of reversing a dismissal by the headmaster?—I think they should.

14,130. Then you would overleap the governing body altogether, and go straight to this central authority?—Yes, because I know how the appeal otherwise would work. I have had a case lately brought before my notice of a headmaster in London who was unable for more than two years to dismiss an assistant master, who was a drunkard, and came to the school drunk. At the end of two years the matter became so intolorable (I may add that this assistant master was a relative of one of the governors) that he had to put it to the governing body, that either he or the assistant master must leave, and by a majority of one, they dismissed the assistant master. That is an extreme case, but it is always possible. Moreover, in every case of appeal there is sure to be a certain amount of friction, which, I think, could be minimised by putting the appeal on to the central council. I think that the central council should be required to send to the governing body their decision in the case; that would act in a way to prevent any injustice happening to an assistant master; but I am convinced that if the headmaster is to be responsible for the school, he must have the power of appointing and dismissing the assistant master.

14,131. Absolutely?—Absolutely, so far as the governing body of the school is concerned.

14,132. Subject, of course, to this appeal to the central body?—Subject to such an appeal as that.

14,133. You would admit that the central body you contemplate will be placed almost in the position of a court of law, because it could not decide upon local knowledge such as the governing body might possess, but must decide upon the evidence submitted to it, and possibly might be obliged to hear counsel arguing the case; I do not say that there is nothing in the suggestion, but indicate to you an objection that might be taken to your suggestion?—In such a case I should suggest that the counsel employed be paid by the central council.

14,134. That would tend, would it not, to encourage litigation?—I think that the matter need not assume such dimensions as that.

14,135. Perhaps you would surround such an appeal with certain restrictions, so that it could only be made in exceptional cases?—It should be made, of course, within a certain time. The headmaster, then, would be required to state the grounds on which he desired to dismiss the assistant master.

14,136. Would it be met in this way: that the headmaster should report the dismissal to the governing body, and if the governing body did not coincide with the dismissal, then the matter should be referred to the central board?—I think that would meet the difficulty very largely; but I would prefer the appeal, as a professional matter, to a professional body, whose decisions would be accepted as free from local bias.

14,137. Have you reason to think that such cases as you referred to, where the governing body refused to approve the dismissal of the headmaster, would be frequent?—No, I have not; but on the other hand it wants one to be continually on one's guard lest the possibility should arise. The headmaster is appointed; a governor, possibly one who voted for him, says, "My son is seeking an assistant mastership"; and there is the whole possibility before you.

14,138. (*Lady Frederick Cavendish.*) To set against that, do not you think that the governing body, as a rule, would tend rather to support the headmaster through thick and thin?—I think in some cases the governing bodies do so overmuch; but I think that the governing body would itself be prevented from so doing by such an appeal as I suggest, because if they had word once and twice that an assistant master had been unjustly dismissed, they would then begin to deal with the headmaster.

14,139. (*Mr. Lyttelton.*) Would you say there is a need also for appeal to a higher authority on behalf of a headmaster when dismissed by the governing body?—I cannot say that I do think there is that need. I have never come across any man who has been unjustly dismissed. I have come across some headmasters who have been unjustly retained.

14,140. (*Dr. Wormell.*) But the public is under the impression that such cases occur, and would not the right of appeal tend to remove that impression?—Possibly.

14,141. (*Chairman.*) Do you not think that there are cases in which the governing body would be more ready to dismiss the headmaster if the headmaster had the right of appeal, so that the governing body would have an opportunity of justifying their conduct. That has also been suggested—that it really would facilitate dismissals if the governing body knew that the headmaster had the right of appeal?—It might; but if the headmaster is reinstated, in what position is he placed against his own governing body? For beyond the mere social question, how he may be treated by the governors, they have the question of his salary in their hands; they may at once attack him in that way. I feel that if a headmaster cannot get on with his governing body, it is better for the school that he should go, and, if you are to take your choice of two evils, to be unjust to the headmaster or unjust to the school, it is better to be unjust to the headmaster.

CIVIL SERVICE EXAMINATIONS.

14,142. You have expressed in your remarks an opinion that the Civil Service examinations as at present conducted for candidates of school age have an adverse effect on Secondary Education. Will you indicate the way in which you think that these examinations injuriously affect Secondary Education?—I have here a letter which was sent by our examinations committee to the Civil Service Commissioners on this point, which contains the following paragraph:—"It is the experience of the "members of the association that boys who have been taught a wider "range of subjects than those comprised in the examinations for boy "clerkships and clerkships of the second division are very generally "beaten in the competitions for such clerkships by their intellectual "inferiors whose education has been confined chiefly to the prescribed "subjects. . . . The members of the Headmasters' Association do not "allege that the boys of wider education are altogether deterred from "competing, but their opinion is that they are put at a considerable "disadvantage."

14,143. Have you any personal experience on that subject?—My own experience is that parents in my district, who very largely are in the Civil Service, require their sons to go in for Civil Service examinations, and they have put a great deal of pressure upon me to allow their sons at an early age to go in for the subjects required. I have made it a rule that if a boy gets up to the fifth form then he shall be allowed to so specialise, but not before; and under those circumstances some boys have passed the boy clerk examination, but there is a continual leaving the school of certain boys who otherwise would have stayed with us, and who would make better material for the Civil Service if their general education had not been so early determined.

14,144. You think, therefore, that an extension or liberalisation of the Civil Service examination would in that way succeed in getting better boys for the Civil Service?—Yes, I think so. I think that the Civil Service have already issued one syllabus which exactly meets the needs; the examination for assistant naval clerks is such an examination; it corresponds with the subjects taught in secondary schools.

14,145. (*Dr. Wormell.*) I suppose that the Civil Service Commissioners received that recommendation; was there any answer?—Yes, and they are now considering the question.

14,146. They are considering the suggestion?—Yes.

14,147. Does that remark apply to any examinations besides the Civil Service examinations; there are many other examinations for entrances to professions, though of course none so important; does your remark

apply to any of those as well?—Not to any extent. Those pass examinations are generally very easy.

14,148. I mean such, for instance, as the medical examinations?—The examination is not at all a difficult one; but in this case the boy is obliged to spend his time on absolute accuracy in a very narrow range, and the boy suffers.

14,149. And that cramps his intellect?—That cramps his intellect.

14,150. (*Mr. Lyttelton.*) As regards the test that you refer to—or the restriction rather—of the limit of income, upon scholarships, do you think that that restriction by itself is open to the charge of being fallacious; for instance, that people's condition and expenses, and so on, differ so very widely that a rigid figure can hardly be a very satisfactory test?—I agree as to that; but I think that some modification of that test might readily be arranged. I think that the number in the family of children of school age ought to be taken into account, as it is in the case of Christ's Hospital.

14,151. You mean such further important facts as could easily be ascertained?—Yes, I mean that it would be easy to lay down that the limited income test was to be applied, and leave it to the governing bodies to say in what way it was to be applied.

14,152. Then in regard to your suggestion of the official recognition of scholarship links, you know that there are evils stated to exist in connexion with the scholarship system generally, about increasing the tendency of schools, or of headmasters, to advertise their establishments too much, and also to subordinate the training of the average boys to the training of the special boys who may be likely to gain scholarships; is it your opinion, from your knowledge of secondary schools, that those evils, if they exist, would be increased or not by your suggestion here?—You are speaking now of preparatory schools, are you?

14,153. No, I am speaking both of preparatory and secondary schools?—I have not come across any public secondary school that has in any way neglected other boys for scholarship candidates at first grade schools.

14,154. Would you go on to say that the curriculum in these secondary schools that you know is laid down with a view to the majority of the boys, or with a view to the few?—With regard to the majority, without doubt.

14,155. Is not the curriculum in some secondary schools especially classical, simply with a view to the scholarship?—I have not come across such; I do not have much to do with country schools, but with town schools, and in town schools it certainly is not so.

14,156. (*Mr. Llewellyn Smith.*) With regard to the question of the removal of the limitation that candidates for minor scholarships should come from public elementary schools, I gather that your chief objection to the present system is not so much that the wrong class of children get scholarships, as that there are others who are excluded by that condition who ought to be equally eligible; or is it a combination of both objections?—It is mainly that there are other children equally eligible; because at the present time the working of the scheme is this: immediately a boy leaves the elementary school for the secondary school his qualification for a scholarship ceases.

14,157. Some evidence has been given—or at all events an opinion is, as we know, held by some people—that under the present system the wrong class of children get scholarships. That would not be your point?—I beg your pardon; if you refer to the limitation to public elementary schools, in that case a great many of the wrong kind of candidates get scholarships. I remember, myself, inducing the father of one such candidate to give up the money value of the scholarship, and to pay it to some poor boy, while his boy retained the status of the scholar.

14,158. But that difficulty can be got over by imposing a limit of income, you think?—Yes; but then there are certain others who are in secondary schools who are now cut out from such scholarships.

14,159. That is what I wanted to bring out—that there is a class of boys who, in your opinion, ought to be eligible who are now excluded. I suppose that those would be boys in the lower forms of public secondary schools, in private schools, or receiving tuition at home?—Yes, or in public secondary schools, too.

14,160. I include those in the lower forms of secondary schools. Take your own school, for example; have you any idea what number of boys there are in the lower forms who are eligible—I mean who satisfy all the conditions of eligibility, except that they are not in a public elementary school; more than two or three; I do not want exact figures; would that be more than two or three?—I should think that in my own school there would be 10 or 12 at least.

14,161. Who are within the age limit, and the income limit?—Yes.

14,162. Your proposal is to remove the restriction as regards the kind of school, but to keep the restriction as regards income?—Yes.

14,163. Would you also propose to alter the character of the examination, which I understand at the present time is entirely based on the curriculum of public elementary schools?—I do not see any need to alter that; it is quite wide enough to include the teaching up to that stage in a secondary school.

14,164. You do not think that an objection which might be made would still unduly favour candidates from public elementary schools, or would be of importance?—No.

14,165. There is one point with regard to scholarships, that I do not think you have said anything about—that is, with regard to the allowance for age; have you anything to say with regard to that?—I think that allowance for age for scholarships is very desirable, and I believe that the allowance for age at present in use by the Headmasters' Association, one per cent per month, is a very satisfactory one, as bringing out especially able candidates, and making their change earlier than would have happened otherwise. An example of the advisability of this allowance for age came before my notice lately in the Campden exhibitions, where no allowance for age is made, and the age limit is 15. There the same boy goes in for the scholarship three or four years in succession, being successful at last. Such a case has occurred this year; but the scholar ought to have been passed on two or three years before.

14,166. You would recommend then that some allowance for age should be made in the awarding of all these scholarships?—I think it is most desirable.

14,167. Experience has shown that it works well, and is desirable?—Yes.

14,168. With regard to the awarding of major scholarships, I see the force of your proposal to accept, as the preliminary, an alternative of various well-known examinations; but would it not be open to this objection, that by doing so you would either have to duplicate the examination in those subjects, or else not take into account in awarding scholarships the marks gained in some important subjects. If mathematics were, for instance, included in the preliminary, would you have it included in the final, or would you give no weight to marks in that subject?—When it comes to the second examination the candidate would be examined only in certain groups; the candidates could omit mathematics altogether.

14,169. You see the difficulty that I suggest is that important groups of subjects might not count?—It is a very specialised examination, and if you are going to award a modern language scholarship, I think you need not require mathematics or any other particular subject.

14,170. Your scheme would be more suitable for a special scholarship, than for general scholarships?—Yes, for scholarships awarded for special aptitudes, corresponding to the open scholarships offered by the colleges at Oxford and Cambridge.

14,171. Have you any idea as to the proper age for major scholarships? —I think either 16 or 17; at any rate the leaving age of secondary schools.

14,172. Would you not contemplate that some of these scholarships would be held in the secondary schools?—Not for more than one year at most, and in those cases only by boys who are very young when they gain their scholarships.

14,173. You do not contemplate a whole class of scholarships intermediate between entrance and leaving scholarships, which should be open to boys in the schools and tenable in the schools; you do not suggest that here?—No, I can see that they might serve some good purpose, but I prefer the other plan—that if a boy gets a scholarship he leaves at once. I am inclined to think that that would have the best effect.

14,174. Your experience, at all events, has not led you to think that there is such a want, or, at all events, a marked want for scholarships of that kind?—No.

14,175. (*Dr. Wormell.*) I wish to put two or three questions on the working of this scholarship system. You are aware that in many of the lower secondary schools of London the number of scholars has fallen considerably during the last eight or twelve months?—I have heard that that is so.

14,176. In nearly all schools, for instance, the fees of which are from 4*l.* to 6*l.* per annum?—Yes, those are the ones that I was referring to.

14,177. I could mention the names if necessary in which that is said to be so. Do you think that the sudden creation of the large number of scholarships with the restrictions attached to them, as at present, has unsettled and excited the poorer middle classes, leading them to send their children to the elementary schools, or to retain them there if they happen to be there longer than they need, in the hope of gaining scholarships?—I think that that is the case, but it will be sure to right itself.

14,178. Turning to some correspondence that has been forwarded to me, I should like to ask a question upon it—Are you acquainted with cases in which scholars are detained in public elementary schools by the hope of gaining a scholarship, and do such cases suggest an unfortunate consequence of a sudden increase in the number of scholarships restricted to elementary schools?—Yes, but it will right itself.

14,179. Here is another letter not with regard to a boy entering, but to a boy already in a secondary school. The parent asks whether it would not be best to send him to a board school for 12 months, in order that he might obtain a scholarship. Is it within your knowledge that cases like that are very numerous at the present moment?—I think that they are numerous; but at the same time I am rather glad to think that they are; because it points to the fact that we are getting throughout London some idea of the use of those scholarships to pass boys on.

14,180. But this gold fever, so to speak, does not assist education in any way, does it?—I think that the interest that is awakened will help education in a short time, because the number of scholarships is limited.

14,181. The point on which I wish to ask your opinion is this: do not these facts show that a local authority, with the best intentions, and trying to do a little good, may really do much harm unless it can obtain guidance and advice from a central authority, which from its position can see all the consequences of the proposed action. Do you think that that is a legitimate deduction from the consequences of a large sudden increase of scholarships restricted to scholars in public elementary schools?—I should hardly like to say so, because I feel that in all changes made on a large scale, whether taken up by a central board or by a local board, things move violently to their places and smoothly in their places; and I feel that the Technical Educational Board of the London County Council has had the interests of education so much at heart that I should not like to say any word which might be thought to be a reflection upon the methods which they have adopted.

14,182. Then granting that there is a disturbing influence that was not expected, you have no misgivings as to the speedy righting of this matter?—None, whatever.

14,183. There are two questions which I should like to ask with regard to other points of your evidence: one to correct what I think was a misstatement of the assistant masters, made, I think, because they did not understand the point; is it true that headmasters about to leave a school have to give formal notice to all their assistant masters?—It is not a fact, and it is evidently said under a misconception. It is the almost invariable custom that the new headmaster accepts all such of the old staff as desire to stay; and in any case where circumstances seem to make the step desirable, it is the custom for the newly appointed headmaster, in the exercise of his undoubted right, to give such notice. I known two or three examples of this.

14,184. (*Mr. Cockburn.*) Can there be no schools in regard to which the statement of the assistant masters may be accurate?—I never heard of one. I do not believe that there can be one—not a public school under a scheme.

14,185. (*Dr. Wormell.*) There is one other question that I want to put to you: do you know whether there are many schools in which there is, in the choice of the headmaster, a preference given to a man in holy orders?—I know that there are some cases, but I know also that there are a great many other cases where a restriction is not made to a candidate in holy orders, but the appointment is practically restricted to such a person. For example, at the present moment the headmastership of Spalding Grammar School is advertised as about to be vacant. Part of the emolument is stated to be, if a clergyman is appointed to the headmastership, the appointment to the chaplaincy of Wykeham Abbey. Wykeham Abbey is a ruin, and there has to be a service held once a year to fulfil the condition of being chaplain of Wykeham Abbey.

14,186. (*Mr. Cockburn.*) In the ruins?—Yes; and for that the chaplain gets 22*l.* 10*s.* That seems to be either an indication that he was not sufficiently paid as lay headmaster; or it is an inducement for a clerical headmaster to be chosen. And there are, without doubt, many cases of small schools in the country where the headmaster is chosen for the reason that the pay as headmaster is insufficient, and he is, therefore, expected to earn something more by taking duty upon Sundays. It seems to me that what is very much wanted is a clause in the schemes declaring that paid outside clerical duty should not be attached to a headmastership, and that a headmaster should not be allowed to take payment for outside clerical duty.

14,187. (*Mr. Cockburn.*) Do you really mean that a clergyman is to be forbidden taking any appointment for which he is to receive pay if he is headmaster of a school?—Not while he is headmaster. My point is that a headmaster should be paid sufficiently to free him from the necessity of any outside work while he remains headmaster, and where, necessary, the school funds ought to be increased with this object.

14,188. (*Dr. Wormell.*) It has been said that the proportion of headmasters of public schools composed of men in holy orders is very much greater than the proportion of assistant masters in holy orders, and assistant masters therefore argue that preference in the choice of headmasters must be given in many cases to clergymen; does your experience bear out that statement?—I have statistics about that from Duke's "Health at School," in which he points out that in 1890, the 681 assistant masters in the large public schools were divided in this way: clergymen 139, laymen 542; and that in the same schools at the same dates the headmasters of those schools were divided in exactly opposite proportions, viz., 17 clergymen and five laymen.

14,189. (*Mr. Lyttelton.*) These are the principal public schools, are they not?—Yes. He pointed out that the case is undergoing some change, because he says that in 1883 the per-centage of assistant masters who were in holy orders was 27 clergymen to 73 laymen, but that seven years later the

proportion was 20 clergymen to 80 laymen, showing that in seven years 7 per cent. of difference had been made, making, of course, the disproportion of assistant masters to headmasters still greater.

14,190. Should you say that the same process was in operation in middle-class secondary schools?—I should say yes.

14,191. (*Dr. Wormell.*) Then that again is a matter which tends to right itself in the course of time; those restrictions are naturally tending to go out?—Yes; for as Dr. Dukes says:—"If the same rate of falling off "continue during the next 20, as has occurred during the last seven, "years, *i.e.*, one per cent. per annum, there will be no clerical masters, "remaining from which to choose, in which case it will right itself."

14,192. (*Mr. Yoxall.*) Does your sub-committee require the payment of any fee from a child who is examined, or on behalf of a child who is examined, for the examiner?—We require a fee on behalf of a child. The awarding bodies, whether county councils, or scholarship trustees, or governing bodies of secondary schools, pay it; the child does not pay anything.

14,193. (*Mr. Cockburn.*) What is the amount?—3*s.* per candidate.

14,194. (*Mr. Yoxall.*) Do you assume that the payment of a fee by the child himself or herself, or by the parents or guardians, would seriously interfere with the flow of candidates for examinations of that kind?—That is a point rather for the awarding bodies, but I may say that the opinion of the scholarships committee has been thus definitely expressed: "The committee is of opinion that as a rule it is undesirable to call on "candidates to pay any part of the examination fees."

14,195. Your views with regard to restriction upon the scholarships which are offered by the London Technical Education Board I think go in the direction of abolishing the restriction upon the kind of school from which the scholarship winner comes, but maintaining a restriction, though perhaps not the present one, upon the amount of income in the home from which the child comes?—That is so.

14,196. You observe, do you not, that if you abolish the restriction with regard to the public elementary schools, you do something to put back the modern movement in favour of making the public elementary schools really the primary schools of the nation, and keeping the secondary schools as truly secondary schools?—I know that secondary schools contain boys of the same school age as those in elementary schools. Secondary schools are not continuation schools.

14,197. And would not your removal of the restriction in the school from which the scholarship winner came tend to perpetuate that thing?—It is desirable that it should be perpetuated.

14,198. You think it desirable that it should be perpetuated; that secondary schools should be primary and secondary schools as well to the end of the chapter?—I think so. You are simply suggesting, I take it, that secondary schools should be made into continuation schools.

14,199. No, that secondary schools should be what they are in other countries,—schools for the Secondary Education of children who have received their primary education elsewhere?—That is continuation schools.

14,200. There is a technical meaning given to the term continuation schools?—I take the term to mean schools which continue the education gained elsewhere.

14,201. Gained in a public elementary school,—that is the meaning of a continuation school now. If you use it in the wider sense, I agree with you that secondary schools should be continuation schools?—I am using it in the widest sense, and I say that in England secondary schools ought not to be such.

14,201*a*. That is a radical difference of opinion, of course, then. Do not you think that instead of laying down any definite limit of income on the part of the parents, the whole case might be met if those who award the scholarships had the power to inquire into the income of the parents in each case, and to decide between any two of them relatively according to both the income and the claims upon the income?—It depends upon whether you mean the power or the direction; I would give to such awarding bodies directions to do so.

14,202. Quite so; you would make it compulsory?—Yes, in at least a definite proportion of scholarships awarded.

14,203. Do you object entirely to any minor scholarships being in the nature of a leaving exhibition from a public elementary school, rather than an entrance exhibition to the secondary school; that is to say, would you approve of any system by which in the new creation of scholarships there should be assigned to particular schools, or groups of schools, close scholarships which should enable entrance to secondary schools, but which should really be leaving exhibitions tenable by the pupils of a school or group of schools, and decided by competition within the school itself or group of schools?—I think it is undesirable. I think if the candidate is about to continue his education at a school, the authorities of such school should be consulted as to the form of test that they think is desirable.

14,204. Yes, I put that aside; that would of course be so in any case. But my point is this: that instead of having the local competition—an unhealthy competition—between scholars from all the schools in the locality for a certain number of entrance scholarships elsewhere, would not the evils of competition be lessened by breaking it up into groups of competition, and making each group of competition coincident with a group of schools or one school itself?—It is to beg the question to say that it is an unhealthy competition; I do not believe that it is.

14,205. Supposing that it is held by many people that it is an unhealthy competition, would you not regard it as possible that it might be made less unhealthy by reducing the size of the competition and making it more local and more according to groups or special schools?—If I may answer you by the experience that we have hitherto had with regard to London, there are some districts of London that have had this limited competition —Westminster in particular—and as the result the Westminster boys cannot hold their own with boys from the South-east district, where scholarships have been awarded in a much more public manner. Now I cannot think that there are fewer able boys in Westminster then there are, say, in Greenwich; yet the results would seem to show that that is so.

14,206. You know that there are fewer schools in Westminster than in Greenwich?—I know that; and I own that this fact somewhat helps to explain the result.

14,207. That might, to some extent, account for the scarceness. Do you seek for an appeal against the dismissal of a headmaster?—No, I beg your pardon; I said that the headmaster ought not to have an appeal.

14,208. And you quite agree that the assistant master ought not to have an appeal?—I say that the assistant masters ought not to have an appeal to the governing body, but the assistant masters should have an appeal, on certain conditions fulfilled, to the Central Educational Council. It is a professional subject, and I would take it before a body of professional experts.

14,209. Would that power of appeal be confined to the case of dismissal, or would it arise upon other subjects of dispute?—Such as?

14,210. Such as questions of salary, questions of bearing, questions of regulation within the school?—I hope not.

14,211. You would strictly limit it to the dismissal?—Certainly.

14,212. (*Mr. Sadler.*) What is the experience of your association as to the restrictions that are put on the kind of schools at which scholarships are tenable?—There are three different bodies that award scholarships. There are bodies like the Technical Education Board of the London County Council who draw up a list of approved schools, and in their case they have in addition to secondary schools added certain schools which are secondary in reality although not in name—certain elementary schools like the Thomas Street Board School. Then there are certain schools whose scholarships are only held at those schools.

14,213. I think you rather misunderstand my question. Do you find that any of the public authorities for which you examine confine the schools at which their scholarships are tenable to those of a public nature?—In all cases they do, and I think they are bound to do so by law.

14,214. That is your view?—That is their view; it is not my view.

14,215. Have you noticed any hardships arising from that restricted view of their powers?—I have not had any personal knowledge of it, but I can conceive that a good private school should be approved for the purpose, and under certain conditions. I can conceive that it is a hardship, although I do not know of any particular case.

14,216. On general grounds you approve of wider freedom being given to the public authorities?—Yes.

14,217. We have heard that the work of some schools is embarrassed by the great number of subjects that have now to be entered for; do you think that your new examination will tend to displace any of the existing ones by combining their advantages?—That was the idea; that we should be able to get, say, the London Chamber of Commerce to accept our examination, in place of their own.

14,218. So that the result of your examination would be accepted for other purposes, that is to say, than the mere award of scholarships?—We hope so.

14,219. May I ask whether the results of your examination are published in order of merit?—The result of the minor s holarships examination is published in order of merit.

14,220. Then it might be possible that the result of a general adoption of your scheme would be to substitute in those schools a severer form of competition, in which the order of merit is published, for the present less severe form of competition in which the successful candidates are classed in large groups?—That is so, without doubt.

14,221. May I ask whether, in your present schemes for minor scholarships, it is possible for a boy to get marks in Greek?—No, Greek not being a subject of the Education Code.

14,222. Then, *pro tanto*, your scheme would have to be modified if it ever is to be made available for boys in many secondary schools?—Yes; and it could be readily made so by merely increasing the number of optional subjects.

14,223. I understand you to recommend that modern schools of the first grade should be established, and should rank with classical schools of the same grade. May I ask what the relations of those schools should, in your opinion, be towards the universities?—My idea is that the modern schools at the present time have no outlet like the classical schools have. We have no real polytechnics, or hardly any, in England, and it seems to me that the universities should perform the office which in Germany is performed by the university and the polytechnic; and inthat case, I think, that some modification of the university curriculum would be required. But I think that we are not in England ready to have a modern university founded by the side of the classical university.

14,224. You would like the older universities to make themselves more accessible to those who have been trained on an exclusively modern curriculum?—That is so.

14,225. (*Mr. Cockburn.*) Do you favour any centralised code of education for carrying on our secondary schools, similar to what is forthcoming from the Education Department for primary schools?—I should be very sorry to see such a code compulsory. I should like such a code to be drawn up with authority, but not made compulsory.

14,226. Your objection to it being the possible cramping effect which it might have on freedom and elasticity?—Yes.

14,227. I wanted to ask you whether your own scheme or any general system of examinations would not have the same cramping and limiting effect upon education?—I think not, because it only has, as I have already said, the name of unity, while in itself it is exceedingly diverse. It is not cramping for a man to take one of the examinations for B.A., because the degree is conferred for passing in very diverse groups of subjects; and in the same way this contemplated examination is in itself a group of examinations adapted to the various types of schools. I feel very strongly indeed that we ought to encourage variability of type as much as possible, and I think that it is quite possible to institute such an examination as shall encourage that.

14,228. You see no difficulty, as I understand, in an examining board which is to hold a simultaneous examination, framing a set of questions equally appropriate to the West Riding of Yorkshire and to Cornwall?—Are you speaking now of the ordinary scholarship examination which is now in practice?

14,229. I have in my mind the minor scholarship examination?—With regard to minor scholarships I said definitely that we have found a difficulty, and are endeavouring to meet it by having on the same day what I called the urban or two-day, and what I called the rural or one-day, examination both being on the same code, but of very diverse difficulty.

14,230. Then you do think that the amount of experience which has been already gained in this matter leads you to the conclusion that there is no insuperable difficulty or obstacle—in the way of having an examination which shall be applicable to the whole of England, held on one day?—No insuperable obstacle.

14,231. For all schools?—I said that the urban examination is now divided into two classes.

14,232. Provided, that you divided it into two classes only, you think that the difficulty could be overcome?—Yes.

The witness withdrew.

Mr. Henry Craik, C.B., called in and examined.

14,233. (*Chairman.*) You are secretary of the Scottish Education Department?—Yes.

14,234. And you have been so for some years past?—Yes, since 1885. I ought to say that I hold also the position of director of higher inspection as a separate appointment.

Leaving Certificate Examination in Scotland.

14,235. Will you kindly give us some account of the system of leaving certificates in Scottish secondary schools, and of the examination under which those certificates are given?—The leaving certificate examination was started at the request of schools, of various associations of schoolmasters, of the school boards, and of many who spoke on behalf of the parents in Scotland. Its objects were to define the position of the secondary school—to give some aim to the pupil in the secondary school; also to give to the parent some test of the progress of his son; and further to simplify, as we hoped we might do, some of the professional examinations.

14,236. By making the certificate accepted in lieu of them, or of a part of them?—Yes, by providing a certificate which might be accepted in

lieu of them. The first year of its operation was 1888, and at that time about 900 candidates, I think, applied in that first year. It has now gone on for seven years—this is the seventh year—and there were about 10,000 candidates who presented themselves this summer.

14,237. From what classes of schools do those 10,000 candidates come?—At first our desire was to limit the certificate only to secondary schools; we thought that it would give an advantage to secondary schools by making this leaving certificate a sort of degree examination for the secondary schools; but it was pressed upon us from the very first that we should open it to a larger number of schools—that we should make it open to all the State-aided schools as well. Some two or three years ago that was so far conceded; and now a very considerable number of State-aided schools, which are considered to have a certain amount of Secondary Education, are allowed to present their scholars. We have, further, been asked occasionally to admit those who are attending no school at all, being educated at home, but that we have distinctly refused, and I hope shall continue always to refuse.

14,238. Possibly your statistics in one of your reports may contain the information, but it might be convenient if you could tell us off-hand how many candidates out of the 10,000 belonged to secondary schools, properly so-called, and how many belonged to other schools?—The number of candidates in the higher-class schools last year was 4,352, and in the other schools 5,481.

14,239. That is to say, non-secondary schools?—Yes.

14,240. And even that number of over 4,000 would imply that some of the larger schools in Scotland must send in a very considerable number of pupils?—Yes.

14,241. Take the case of such schools as the high schools of Glasgow and Edinburgh; would the bulk of the pupils who are leaving go in for that examination?—Certainly. We cannot enforce any rule, but we state to them that we understand that all the scholars in the highest classes ought, as a rule, to be presented. Then, with regard to the system upon which that examination is conducted, in each subject one principal examiner, generally a professor of one of the Scottish universities, acts in consultation with myself, and he draws up the papers; these, to some extent, form the subject of consultation, with one or two others, in each subject, and then a standard is fixed, and the papers are revised under his supervision.

14,242. When you say that the standard is fixed, do you mean that the number of marks is allotted to each question?—That is a matter of considerable correspondence between myself and each of the principal examiners. After the papers are sent in I have opportunities of meeting or corresponding with these principal examiners, and telling them what the results will be, and what impression has been formed of the papers; and upon that the standard is fixed.

14,243. I would invite you to explain a little more fully to us what you mean by saying that the standard is fixed?—The number of marks that are to pass in each grade.

14,244. The number of marks which is to entitle a boy to pass?—Yes, to a pass in each grade.

14,245. Are those papers uniform for all the schools that send in pupils in Scotland?—Yes, they are uniform, and they are set on the same day in each subject throughout Scotland. We appoint a supervising officer who acts on behalf of the Department; we do not send the paper to any representative of the school. This supervising officer receives the papers sealed, and on the day of examination, in the presence of the authorities of the school, he opens them. No pupil can leave for half an hour after the beginning of the examination, and at the end of that half hour we do not care if every paper is published in the newspaper. No prescribed subjects are given; the examination is a purely general one.

14,246. I do not understand that?—We do not give any prescribed books, or particular parts of a subject.

14,247. You merely give the subjects in which the examination shall be taken?—We merely give the subjects; there are no prescribed books—the examination is general.

14,248. (*Mr. Cockburn.*) And is there no syllabus which the examination papers will traverse?—No further syllabus than that in the autumn of each year we issue a very careful memorandum dealing with each subject, and embodying any remarks or anything that we have gained by experience in previous years, and stating the general standard that will be fixed.

14,249. (*Chairman.*) Will not the simplest plan be for you to give us a paper containing one of those memoranda, and whatever there is that indicates the nature of the examination. Perhaps that is contained in the report?—That is contained in my blue book.

14,250. Will you kindly give us the reference to it, and that will be enough for our purpose?—There are several memoranda, you will find, which are published between page 3 and page 12 of my own report upon the inspection of higher class schools in Scotland, 1894. I ought to explain, perhaps, that we issue certificates in single subjects. It has been suggested to us several times that these ought to be issued in groups of subjects; but we have always set ourselves against that. When the system was first established I had a good many conferences with the authorities of the French Education Office. Their system of the Bachelier ès Lettres is much the same, and they strongly advised us to avoid their error of having groups of subjects.

14,251. What ground did they chiefly take?—They say that it stereotypes education too much. Our principle is this: we say what standard the boy has reached in each subject, and we leave other examining authorities, such as Oxford and Cambridge, and the Scottish universities, the Civil Service Commissioners, the Royal Medical Council, the law societies, and so on, to say which of the certificates they will require.

14,252. That is to say, how many certificates in individual subjects will be accepted by them as sufficiently indicating the standard of excellence which the candidate has reached?—Exactly; as sufficiently indicating that the candidate has reached the standard which they require.

14,253. Then I understand that you do not yourselves limit the number of single subjects which a candidate may offer?—No, by no means; the candidate may attend every hour of the examination—it lasts, I think, over eight days—and we so arrange that no subjects shall overlap one another.

14,254. Each subject has a special hour allotted to it, or a special time?—A special forenoon or afternoon is allotted to it.

14,255. What advantages are held out to the boy who offers himself for examination, or to the school which sends in its boys for it, besides that of enabling them to obtain remission from some other examination?—So far as we are concerned, none whatever. The only advantage is the credit that the school may gain with parents as giving thoroughness of education.

14,256. There is nothing of a pecuniary nature?—No. The very fact, of course, that this examination avoids the necessity of going up to Oxford or Cambridge for responsions, or going up to Edinburgh from a distant Highland town for a law or medical examination, is in itself a considerable financial advantage.

14,257. No doubt; but I mean to say that there is no payment directly attached to the passing of the examination?—None whatever.

14,258. Nor any title?—No, none whatever. I should say that up to 1892 it was quite the other way; we required a fee from any school or candidate that applied. Now we are enabled, by money which is placed

at our disposal under the Act of 1892, to do it without fee. We communicated at first with the various professional authorities, including the universities, with regard to the recognition of this certificate, and we obtained in every case a satisfactory answer. Of course we have considerable difficulties in suiting our examination papers to all the different requirements. The universities, for instance, require a rather different style of examination from that required for a boy who is leaving school for commercial pursuits, or who is entering the medical profession, and so on. So far as possible we endeavour to meet their requirements by giving a considerable option in the questions set. We have careful conferences with the joint board of examiners in the Scottish universities, and our papers are also submitted to, and form the subject of consultation with, the Oxford and Cambridge Schools Examination Board; and on the whole I think that, beyond criticism, there has been no serious complaint of our papers.

14,259. Are the same papers set to all boys from all schools, or do you have different sets adapted to different schools, which being schools situated in more advanced or less advanced districts may be expected to bring their pupils up to a somewhat higher or somewhat lower standard?—No, we find that quite impossible. We have three grades in each subject. We have a lower grade which is probably the more suitable grade for many of the schools with less pretensions, and which have a smaller attendance. That lower grade is accepted by the legal and medical councils for their preliminary examinations, and so many scholars leave the schools at that stage, that we felt it necessary to establish it. I should say also, that the lower grade in mathematics is accepted by Oxford and Cambridge, not by the Scottish universities. Then we have a higher grade, and further, we have an honours grade.

14,260. When you say that the lower grade in mathematics is accepted not by the Scottish universities, but by Oxford and Cambridge, do you mean for entrance?—For what, as you probably understand, is the three years' course at the Scottish universities, they require the higher grade in mathematics.

14.261. I think it would not be amiss for you to explain that a little more fully; because, of course, the Scottish university system has been much altered of late years?—The Scottish universities allow pupils to graduate in three years if they pass a fairly stiff entrance examination. For that entrance examination they require the higher grade of our certificate in Latin, Greek, and mathematics, and I think in one other subject. Oxford and Cambridge require the higher grade for Latin, Greek, and another subject, but they accept the lower grade in mathematics as an equivalent for responsions at Oxford, or the preliminary examination at Cambridge. I do not know that it is necessary perhaps for me to enter into any details with regard to the special papers and the difficulties that I find with them.

14,262. Perhaps you would explain to the Commission how the matter stands, as regards entrance in Scotland, I mean to what extent this examination relieves anyone from any obligation at Scottish universities beyond that of enabling him to shorten his course?—He is enabled to enter the senior classes, and so to shorten his course.

14,263. It only in that way abridges what otherwise would be the earlier part of his course?—Yes; but in Scotland there is not, as at Oxford and Cambridge, more than one examination for the degree; there is only one final examination.

LEAVING CERTIFICATE SYSTEM COMPARED WITH EXAMINATIONS CONDUCTED BY ENGLISH UNIVERSITIES.

14,264. Comparing this system of a leaving certificate examination with, on the one hand, the Oxford and Cambridge local examinations, with whose work in England you are no doubt familiar, and on the other hand, with the system of examining individual schools by specially chosen examiners, either under the universities joint board or otherwise, what do you conceive to be the distinctive advantages of the new Scottish system?—I think it has distinctly an advantage over the Oxford and Cambridge

local in that it has the guarantee of a certain system of education. We do not admit all and sundry; we insist that the school from which the candidates come shall be a school inspected by us, and whose curriculum we think is fairly satisfactory; it must be annually inspected, and if we found that it were continuing very inefficient we would not accept its pupils.

14,265. Then the only schools which you admit to enter for examination are those that are annually inspected?—Certainly; no school can send in its pupils which is not.

14,266. And in that way you avoid what is sometimes alleged to be a defect of the Oxford and Cambridge Local Examination system, namely, that by means of it a school may obtain certificates by concentrating attention upon the few boys that are sent up to the neglect of the rest?—Yes.

14,267. That danger will be avoided under your system?—Yes. We further think that it is an advantage over that local examination system, that we do not set a prescribed book. It is a curious thing that we were told, that if we admitted a larger number than the higher schools, if we admitted the ordinary State-aided schools to this examination, we should at once be asked to prescribe the books. We were so asked very soon after we admitted the State-aided schools, but we have refused to do so, because we felt that the prescribing of those books was very apt to narrow the education.

14,268. And I suppose to give occasion to what is popularly called cramming, but which, at any rate, may be called over-teaching in a particular book?—Yes, undoubtedly. Of course, if we did such a thing in Scotland, the effect would be disastrous, because every school in Scotland is under our influence, and we would simply set an iron rule upon them as to what they were to teach, and there would be no possibility of getting beyond that. We have far more hold, of course, over the Scottish schools than the local examination authorities have over the schools in England. Then, again, comparing it with the Oxford and Cambridge Schools Examination Board, I can quite see that it wants that particular attention to one school which the Oxford and Cambridge Syndicate can give. There the gentleman appointed to inspect visits the school; he knows exactly what the work of the school has been during the session, and he examines according to that, and he can learn a very great deal from the teaching staff as to the peculiarities of the school, and, no doubt, frames his examination papers, to a certain extent, upon his inspection of the school. But, on the other hand, it is a vastly cumbrous system, it is very expensive, it requires an enormous number of papers, and it is very difficult to see how you are to be sure that the standard is always maintained exactly at the same level. I have this experience that I can answer for with regard to the Oxford and Cambridge Board. I think that there "honours" or distinction is given by a reference of the papers to the central revisers, and I have found that certain boys in certain schools got distinction although the number of marks assigned to them were lower than those of boys in the school that did not get distinction. That shows, of course, that the central board sometimes adopts a slightly different standard from the individual examiner. But what I feel to be the chief difficulty is the practical one, that it is so enormously cumbrous, that you could not possibly establish it for the whole of England.

14,269. I suppose that a great number of schools are benefited by your examination whose resources would not enable them to stand for a moment the expense of having special examiners?—I think I am at liberty to quote the statement of the headmaster of Eton to me after he examined my system; he said, "If we had such an examination in "England I think we would put Eton under it." He felt the great interruption of work caused by the long time taken up by the Oxford and Cambridge Board examinations.

14,270. Is that all you have to tell us about the education syndicates? Yes.

14,271. (*Mrs. Sidgwick.*) What proportion of girls' schools have you under your system?—The girls' schools are quite on the same footing. I can give you the numbers. The number of boys who were presented for the leaving certificate examination last year was 5,841, and the number of girls 3,992.

14,272. Is the examination absolutely free now?—Absolutely free.

14,273. What is the cost of it to the department; is it an expensive thing?—I have at my disposal altogether 3,300*l.* for the cost of this inspection and the leaving certificate examination.

14,274. And it can be done for that, can it?—We do it for that, but I confess that we have to cut our coat according to our cloth. I can give you the items if you would like; they are only two or three. The general direction costs 300*l.*; the inspection last year of 69 schools cost us 938*l.*—that included the setting of certain papers applicable to those schools individually, and written papers which the schools themselves asked for; then the setting of the papers costs us about 120*l.* a year, that is for some 30 papers; the revision of papers, which is, of course, much the largest item of work (we had 30,000 papers to revise this year), cost us 1,153*l.*

14,275. (*Chairman.*) You mean to look through the work?—Yes.

14,276. That was mostly in salaries, I suppose, to those who examined the papers?—In payment of fees to those who examine the papers—nothing else.

14,277. (*Mr. Lyttelton.*) Does that figure for inspection include salaries for the inspectors?—We have no fixed inspectors; we only employ people by the time; it may be sometimes Oxford or Cambridge men. Then the clerical and incidental parts, that is payment of parcels, telegrams, and clerical work costs about 360*l.* A very large item, but one which we find absolutely necessary, is the supervising officers to be present in order to give out the papers and supervise the examination all the time—that costs 718*l.* We employ 183 of those men, everyone of whom we have had recommended by our permanent inspectors on the spot, as men who were fit to do the work.

14,278. Have you an examiner in every school, or in certain centres?—Not in every school; in every higher school, and in certain other central schools.

14,279. (*Mrs. Sidgwick.*) The expense would rise according to the number of schools and the number of pupils, I suppose?—Most of the expenses would.

14,280. If your system extends, the expenses would almost all rise further, would they not?—Yes. Of course the setting of papers would remain the same.

14,281. (*Chairman.*) The expense might not, however, rise proportionately; on the whole the relative expense would probably be smaller for 20,000 than for 10,000, would it not; it would not be double for 20,000 what it is for 10,000, would it?—I compared the cost in Ireland of the higher examinations, and it was rather greater; instead of 10,000 they had, I think, about 7,500, and they have no inspection to do, and the cost came to about 14,000*l.*

14,282. But you are aware that most things in Ireland are done on a somewhat more lavish scale than in Scotland?—I am afraid so.

14,283. That leads me to a question which I wanted to put to you. Although we in Scotland may think Scotland a remarkable country, we must admit that Scotland is a small country?—No doubt.

14,284. How far do you think that this system would be applicable, or if so, under what differences of condition, to a large country like

England?—Undoubtedly, I see great difficulty in applying it to a very large country, in regard to the inspection even more than to the leaving certificate examination.

14,285. Do you mean the inspection that you are going to tell us about in the next branch of your examination?—Yes, I did.

14,286. I am keeping now wholly to the question of the leaving certificate?—In that case, if you can secure a regular system, and have it well organised, I really do not see why, over a large area, it should not be carried out as well as over a smaller area.

14,287. You see nothing in the different conditions of Scotland and England that should make it impossible to apply the Scotch system *mutatis mutandis* in England?—It has been quite as easy for me to manage and administer now that there are 10,000 candidates, as it was in the year 1888, when I first began it, and there were only 900 candidates. I am in correspondence and in connexion by telegraph, during the examination, with every centre. If any difficulty occurs at any centre, they can have a reply within an hour. All that we have to do is simply to see that the supervision is thoroughly well regulated, and not to employ again any supervisor whom we find faulty in his supervision. I do not think that the mere examination, so far as it goes, need present insuperable difficulties over a large country.

14,288. What do you think about the difficulty of maintaining an identical standard, where the number of candidates is ever so much greater, and where necessarily therefore each particular question in the paper will need to have the answers to it looked over by a considerable number of inspectors and examiners?—There is no doubt that any extension of area increases the possibility of mistake or breakdown at one point or another; but I do not see anything that essentially would prevent the extension of this system to a wider area, except perhaps, that of course the varieties between different parts of England would be greater than between different parts of Scotland, and that therefore it might be more difficult to get a single paper that would suit all.

14,289. Do you think that the differences between any two parts of England would be greater than the differences between, let us say, East Lothian and the west of Sutherlandshire, or the Lewis?—The contrast is very wide of course in those cases. I only suppose that the wider area may be expected, under the law of probability, to present wider variations.

14,290. I doubt whether that is not as great a contrast as you can have?—I do not know that it is not.

14,291. (*Mr. Sadler.*) Carrying forward the questions that the chairman has just been asking you, I suppose that there are in England, as compared with Scotland, a greater number of varieties of curricula in secondary schools; the types of schools, speaking broadly, would be more diverse in the region of secondary schools in England than in Scotland, would they not?—I doubt it. If we take the Fettes College and compare it with the Tain Academy, surely the variety is very wide.

14,292. It is desirable, I suppose, to keep the universities continuously acquainted, as far as possible, with the needs of the different types of schools?—Of course we are very anxious to promote that in any way, but I do not know that that is part of our work.

14,293. I was approaching it from the other side. Such continuous acquaintance is one result, is it not, of the responsibilities which the English universities have undertaken in regard to Secondary Education through their examinations?—Yes.

14,294. It would be easy, would it not, to conceive that if they had not undertaken their present duties in regard to school examinations the universities themselves would have been much less acquainted than they are now with the actual needs of secondary schools?—It is one of the

difficulties that any system of this sort, if carried on by us, must look at the universities as only one item, and not, perhaps, the largest item. So far as I can calculate, out of our 10,000 candidates not certainly more that 1,000 had ever any thought of going to the universities; so that we cannot make our examination entirely subservient to the universities, all we can do is to keep the universities int ouch with us, receive their advice and give certain questions in each paper which will be suitable to them. And as a fact the people who help us most are are professors in the Scottish universities.

14,295. (*Chairman.*) I was going to ask you whether the fact that the work of paper setting, and looking over answers, is to a large extent done by professors of the universities, would not have the effect of keeping the universities in touch with the schools in the manner indicated by Mr. Sadler?—It has distinctly, and we have come to a definite arrangement with the joint board of the Scottish universities, and also with the joint board of Oxford and Cambridge. The Scottish universities can send representatives up to the Department while the examination is going on, while the papers are being revised, to confer with me on what is the standard that we are taking, and what is the principle on which we are assigning marks, so as to satisfy themselves that a good standard is maintained. But of course our certificate, as its name applies, is a leaving certificate for the schools—that is its essential purpose; it is only accidentally that it becomes an entrance certificate to the universities.

14,296. (*Mr. Sadler.*) I was thinking of it as desirable, not that the examination should be subservient to the university, but that the universities should themselves be kept in touch with the different needs of secondary education. Is it not in your opinion the case that, apart from the task of setting examination papers, the labour of administering the system of examinations has itself been educative to the universities?—I do not think that I am more fitted to judge of that than any other person. I should think that it would have a very good effect.

14,297. And of course the special history of English universities has resulted in making them comparatively remote from the needs of many grades of secondary schools?—Yes.

14,298. That is more so, I imagine, than is the case in the Scottish universities?—Yes.

14,299. You were saying that you did not set books in your examinations; might I ask whether you have found that the absence of direction has in any way been injurious to the less ably conducted schools?—No; because we seek to give direction by other means altogether, through our inspectors. We think we can do it better by the inspector, and by any remarks that we add to his report.

14,300. In fact your examination would be quite incomplete without the system of inspection?—Absolutely incomplete. The two must stand together, and must be considered as supplemental to each other.

14,301. (*Mr. Yoxall.*) I suppose that the tests in your leaving-certificate examinations are more directly devoted to secondary schools proper than to any other kind of schools?—We seek to make them so; but on the other hand I am bound to say that some of the State-aided schools, since we have admitted them, have done very well.

14,302. But have you found that the effect of this examination upon State-aided schools which exist for primary or higher primary work has been to divert the work of those primary or higher primary schools into a channel which is more truly secondary, and therefore to produce some division of purpose in the ordinary work of the school?—That is a danger which I certainly recognise. I must, however, say that although I anticipated it, and although I think it has to be guarded against, I have not seen any evidence that it has led to that result.

14,303. You have not found that danger to be realised?—Not as yet.

14,304. Of course, the application of the system to primary schools is of very recent date?—Yes, during the last three years.

14,305. Are you beginning to find at all that the existence of the leaving certificate system with regard to State-aided schools would enable you to relax in those schools the system of examination of the school as well as inspection of the school?—No, I do not think that we should do that at all; that would be directly to encourage the masters to neglect the elementary work, and rather to make a show by passing pupils in the leaving certificate, which we should regret.

14,306. Let me put it in this way: do you think that it would be possible to apply a leaving certificate for primary school work also; and if that were to be established, would not that enable you to do away with the examination of the schools as a whole, and trust to the inspection of the schools only?—So strongly do we feel that, that we have established a certificate which is practically a leaving certificate for the State-aided schools, the object of which was to counteract this tendency of working a few of the higher pupils in specific subjects. That new certificate which we have established is called the merit certificate, and it is granted, not so much upon higher work, as upon thoroughness of elementary work; and I am glad to say that it is making a move forward. It has only been established since 1892; in the first year we issued 1,175 of these certificates, and last year we issued 2,356, and the numbers are still increasing.

14,307. But the merit certificate, I think, is given on the advice of the inspector?—Yes.

14,308. As to the result of his inspection of the school as a whole?—No; the merit certificate is given on individual examination.

14,309. That is to say, individual examination which takes place at the time that he examines the school as a whole?—Yes.

14,310. It is not given on individual examination which takes place at a centre?—No.

14,311. My question was rather as to whether you saw any prospect of the merit certificate eventually assuming the form of a leaving certificate granted upon a collective examination at the centres, and so the avoidance of the present necessity or practice of examining the whole of each school. May I put it a little more clearly. I am anxious to discover how far you think it possible that the system of leaving examinations and leaving certificates shall be applied to every class of school, so as to remove in one class of schools the present necessity for examination at the school as a school, as well as the inspection of the school?—I decidedly do not think that either in secondary schools or elementary schools any such system could supersede the advantage of inspection.

14,312. Of inspection, No,—but of examination?—But inspection must consist to a certain extent of examination; it is not necessarily individual examination over the whole school, but no inspector can inspect a school without putting a certain number of pupils through an examination.

14,313. If inspection exists everywhere, may we take it to be your view that the leaving certificate presents a suitable form of examination for every type of school?—In addition to inspection.

INSPECTION OF HIGHER SCHOOLS IN SCOTLAND.

14,314. (*Chairman.*) I will now ask you to be kind enough to tell us something about the system under which the higher schools are inspected in Scotland?—Under the Act of 1872, the higher class public schools (meaning by that the higher class schools under the boards—the grammar schools or burgh schools), were to be inspected by persons qualified in a certain way, but invited by the school boards. That was a system that did not work well in the opinion of the school boards themselves; and we were pressed very strongly, very soon after the Act of 1872, to take it into our hands. The Education Act of 1878 gave us power to inspect the burgh schools free of cost, and other higher schools not upon the rates if they paid for it; but for some years the Treasury would not give us money to do so; they

thought it was merely optional, that although the Act allowed it, it did not enjoin it.

14,315. A luxury in fact?—A luxury in fact; and that although the Act contemplated it as possible, it did not require them to provide the money to do it. It was not until 1886 that we had a small sum of money at our disposal, 300*l.*; that did not enable us to inspect all the schools, but it enabled us to relieve the burgh schools of most of the cost, and in the case of the endowed schools and other private schools that asked for inspection, we required them to pay a fee. That went on until the year 1892, and now we pay the whole cost, that is to say we ask no fee for inspection, either in the case of the burgh schools or in the case of the endowed schools, and a very moderate fee even from the private schools; because we think that although they are private schools it is for the general public benefit that they should be inspected.

14,316. May I ask what sort of fee do you require from private schools in order to compare it with the fees that a private school would pay for examination to its examiners?—To put it quite plainly, I think that we rather temper the wind to the fleece. If we know that the private school is very poor, we do not ask much, little more than a nominal fee to prevent a great growth of applications. Then we ask for a further fee if they require many written papers to be set and examined; in that case it is a voluntary thing, and they must pay a small sum.

14,317. And that is a laborious work?—Yes, that is a laborious work, and we have not the money to do it.

14,318. I presume, of course, that all the burgh schools are now inspected and examined; and all the endowed schools?—Yes.

14,319. What is the number of private schools that are inspected and examined?—28 burgh schools, 24 endowed schools, and 17 private schools were inspected last year, 69 in all.

14,320. What does the inspection practically amount to?—We almost always send two and frequently three examiners to each school, they sometimes spend one day each, frequently two, and as a rule set some written papers.

14,321. And do they question the classes orally?—Yes, always.

14,322. Are they present during the teaching?—Always.

14,323. Always?—Yes.

14,324. So as to have an idea of the practical efficiency of the teachers?—Yes.

14,325. Who are the inspectors that you employ; are they the inspectors who also act for elementary work, or have you special persons permanently selected, or do you employ persons *pro hac vice*, so to speak?—We employ them *pro hac vice*. In one or two cases we do employ certain of the ordinary inspectors who before were invited to inspect the schools, and had got large experience in the work, and were specially fitted either by their mathematical or classical knowledge.

14,326. But you have no staff of inspectors of secondary schools?—None whatever. I was going to add that, as a part of the work of inspection, we encourage those inspectors who have had most experience to confer with the school boards or managers of schools, and those conferences have frequently had very good results. The boards are ready to meet them, and hear their advice generally upon a school, and sometimes they give hints with regard to the management of a school, or the efficiency of a teacher, which are better, perhaps, given orally than in a written report.

14,327. Are the reports published?—No, not by us; but we require that if they publish them at all they should publish them in full.

14,328. They are addressed to you, and communicated by you, I suppose, to the governing body, whether of a burgh school or an endowed school?—Yes; and if then published they must be published entire.

14,329. (*Mrs. Sidgwick.*) What do they obtain from inspection? simply a statement that they have been inspected and approved?—Yes, and the certificate that the inspection implies. I do not think that in Scotland now any school, except under very exceptional circumstances, would maintain its credit at all if it were not inspected; because the public now look to the inspection, and I think, in most cases, the parents expect that the report shall be published.

14,330. And does the inspection include inspection of premises and fittings?—Yes.

CONTROL OF ENDOWMENTS IN SCOTLAND.

14,331. (*Mr. Llewellyn Smith.*) I think this is the only central department which carries on the inspection of endowed schools in Scotland. You have nothing analogous to the inspection of endowed schools in England carried on by the Charity Commission?—But they do not inspect at all.

14,332. For administrative purposes they do to some extent through assistant commissioners, partially no doubt?—We do inspect. There is no other body that inspects except ourselves.

14,333. There is no concurrent inspection. What is the present condition of the Scotch Endowed Schools Commission; has it lapsed?—Yes, it has lapsed. We have the power of the Charity Commission with reference to endowments in Scotland. We audit all their accounts annually.

14,334. Can you modify their schemes?—We can modify their schemes in one particular respect, where any point has been altered by the establishment of free education; and further, we can give them leave to go before the Court of Session for an alteration in their scheme. They cannot apply to the Court of Session for an alteration without our sanction and I think very probably our sanction to so apply has considerable weigh, with the Court of Session in allowing it.

14,335. It appears, then, that so far as the general supervision of endowed schools is concerned, there is no concurrent authority having power over endowed schools as such in Scotland, independently of the Education Department?—No, we have complete power.

14,336. (*Chairman.*) In other words, there is no Charity Commission?—No.

14,337. There is nothing corresponding to the Charity Commission since the Educational Endowments Commission came to an end by the efflux of time?—Such functions as have to be continued are in our department.

WORKING OF EDUCATION ACT, 1872, IN RELATION TO BURGH SCHOOLS.

14,338. Will you be kind enough to give us some facts as to the working of the Education Act of 1872 in its application to the burgh schools?—The burgh schools in Scotland before the Act of 1872 were managed in almost every case by the town council By the Act of 1872 they were transferred to the elected school boards; the revenues which previously belonged to them came out of Common Good, as it was called, which is practically a sort of rate; if it was not so spent certainly the Common Good would belong to the rates.

14,339. In many cases it did consist of property belonging to the burgh, did it not; it was not necessarily raised by taxation; it consisted of corporate property?—Yes; but if it had not been so used it would have been used in relief of the rates. That corporate property which by usage had been applied to the maintenance of these schools was transferred from the town councils to the school boards. In addition to that the school boards were allowed to have fees; they could fix those fees, but they could not alter them without the consent of the teachers; but they were distinctly shut out from the annual grant. One can quite well see the position of the exchequer in regard to that,—that a grant which was for general elementary education in England should not extend to higher education in Scotland; but, undoubtedly, that had a discouraging effect upon the higher burgh schools. The very same area which was

assisted largely to build an elementary school, and largely to maintain that school by means of the code grants, and which had its curriculum for that elementary school prescribed, and the school inspected, had on the other hand put upon its shoulders the maintenance of a secondary school for which it got no grant, the buildings of which it was not helped to erect in any way by public grant, and with regard to the curriculum of which it had no assistance through inspection, and no standard of instruction held before it at all. The consequence might have been foreseen, and it did turn out that those schools became rather looked upon as a burden by many of the school boards. Some of the larger and better school boards of course set themselves to the task, and being well supported they made these schools very prosperous; but in the smaller burghs, undoubtedly, the disposition of the school boards was to say, "This is a burdensome useless school—the Department ignores it, and "no grants are given to aid it—why should we be bound to keep it up, "for what is, after all, a very small section of the community?"

14,340. There was no disposition to impose a rate for its benefit?—They could do so, but there was no disposition to do so.

14,341. And in point of fact, have there been instances in which rates have been levied for the support of a burgh school, or in which out of the education rate any grant has been made to a burgh school?—Certainly, there have been.

14,342. To a considerable extent?—To a very considerable extent. Although the conditions were so unfavourable, and although it was so natural for the school boards to look upon this as a heavy burden which the State imposed by statute upon their shoulders, but at the same time gave them no help in maintaining, yet the school boards did, on the whole, very good work with regard to those schools.

14,343. When you say that the State imposed them as a burden, and yet did not pay them, they were not in a worse position with regard to those schools than the town councils had been before them; the difference was, that the town council had no other educational functions?—Yes.

14,344. Therefore the town council did not contrast the child, for whose benefit a sum was set apart, namely, the elementary scholar, with the child in respect of whose maintenance no allowance was made, namely, the secondary scholar; they had not that contrast present to them, and the school board have?—Yes.

14,345. That is the point of your contrast?—Yes, that is what I mean; the contrast was so great. The consequence was that they went on building very fine elementary schools, and only in exceptional instances renewing the buildings of these secondary schools.

14,346. In about how many cases out of the 28 burgh schools have considerable sums been given from the rates to the burgh schools by the school board?—I could not name the number exactly.

14,347. Speaking roughly, what should you say?—Between 7,000*l.* and 8,000*l.* a year has been given.

14,348. But a good deal of that might come out of one or two wealthy places?—Yes.

14,349. Take Glasgow, for instance?—Yes, in Edinburgh I know it was something over 1,000*l.* a year, and in Glasgow I think it is between 1,000*l.* and 2,000*l.*

14,350. (*Mr. Cockburn.*) I understand you to say that there had been an indisposition shown by the school boards to spend money on those secondary schools, those burgh schools; I want to know whether you are able to tell us from what cause that disinclination sprang; was it local pressure brought to bear upon them by the electors who were unwilling to elect men who had a disposition to do that?—I think what I meant was that, looking to it *á priori*, it was perfectly clear that there were reasons for their being chary of spending money on those schools; and I think in

many cases it was borne out—not in all. I think that the fact that those schools could earn no grant, and that they were maintained after all for a small section of the community, compared with the larger, was, perhaps, not a good, but a natural, reason for making school boards chary about spending money on them.

14,351. Do you think that if an educational authority is dependent upon those who are enormously interested purely in primary education; if the election of those who have to deal with Secondary Education, and to dispense money in its aid, depends upon the votes of those who are little interested in Secondary Education but much in primary—will that tinge the complexion of that authority?—Yes.

14,352. And its disposition to deal in a liberal and generous form towards Secondary Education?—Yes, that is our experience. I should say that one proposal that we had for distributing this 60,000*l.* was to make it a condition that the fees should be reduced to an average of 3*l.*, and that the produce of the local rate for the school should not be less than 3*l.* a head. Both those conditions were strongly opposed. The masters thought that the reduction of the fee would be a mistake, and we were assured by many school boards that they could not face the raising of a rate which would yield 3*l.* a head upon every boy.

14,353. (*Chairman.*) There were a good many cross currents, I think?—Yes, there were.

14,354. In about what number of cases should you say that the school board managed the school as well or better than the town council did before, and in about what number of cases should you say the change proved unfortunate. It is not easy to be quite specific, but I should like your impression, because it is a matter of some considerable interest?—If you ask for an answer, I would say that I know of no case where I am quite certain that the transfer from the town council to a school board did any harm to the school. I am not conscious of any one case.

14,355. There are cases in which you think it has done good, I presume?—Certainly.

14,356. But you are aware that there are cases in which it has been suggested that it has done harm; it would be invidious to mention them, but anyone who knows Scotland is aware that there have been some cases in which it has been suggested that the school board was rather a stepmother to the school?—I have explained why it was very natural that the school board should be such a stepmother, seeing that this was a burdensome infant compared with the other profitable members of the family; but I think on the whole that I do not know of any school which I could say has distinctly retrograded. The numbers of these burgh schools have increased from 1872.

14,357. The number of pupils do you mean?—No, the numbers of the schools themselves have, since 1872, increased from 11 to 28.

14,358. That is to say that the school board in those places have established burgh schools?—Yes, I know one or two cases where the school board has ceased to carry on the school as a higher class school, and changed it into a State-aided school; but then I think that there were fairly good educational reasons shown for that. In the case of Leith that was done, but the Leith School Board asserted that Edinburgh was too near for them to maintain a separate secondary school, and that they must have this as a sort of higher grade school.

14,359. It is true, of course, that the Edinburgh High School stands on the side of Edinburgh next Leith, within no great distance, but it is still a little surprising that a town so large as Leith should discontinue its burgh school, is it not?—Yes. But there have been one or two instances like that. But, at the same time, in far the greatest number the school boards have seen their way to do something to keep up those schools, and, in one or two instances, they have done so with great success. The Glasgow High School is a very successful one, and the Edinburgh High

School, although it has not been quite so successful, has now entered upon a new course; it has lowered its fees and largely increased its attendance in consequence.

14,360. It had to suffer from competition from some great endowed foundations, had it not?—Yes, but we strongly urged that the fee was too high in Edinburgh. That was always opposed, as I think you perhaps remember, by the staff of the High School of Edinburgh, but they have recently come to see differently, and they have have lowered the fee with the result of largely increasing their attendance.

14,361. Is there any other town in Scotland from which you could illustrate?—In Dundee there has been a very successful school. The High School, Dundee, was in a peculiar position; it was claimed by the school board, but there was a doubt whether it was a real old burgh school, and a lawsuit was about to be instituted, when a wealthy citizen of Dundee offered a large sum of money to the school board to buy off their claim, and gave another large sum of money to the high school, and got passed a private Act of Parliament which established a separate and independent governing body for the High School of Dundee.

14,362. So that now it is not under the school board?—It is not under the school board. The governing body is appointed by virtue of this private Act of Parliament, and the school has been a very great success. Then, again, I think, in the case of Aberdeen, there possibly was a certain jealousy between the town council and the school board. The town council in Aberdeen is chiefly interested in Gordon's College, and the school board, on the other hand, rather supported the old burgh school, and perhaps that has given rise to a good deal of rivalry; but I do not know whether altogether it has been harmful.

14,363. Taking it all in all, then, you would say that your general conclusion is that you do not think that the condition of burgh schools has substantially retrograded under the Act of 1872?—No; but, on the other hand, I think that now that help is given to the smaller burghs for these schools, we ought to require that these smaller burghs should do a little more than they do for them.

Application of Grant under Local Taxation Act of 1892.

14,364. That brings me now to the question as to the application of the recent grant, upon which you can, perhaps, gives us some information?—I need not explain how that grant arose; but it is enough to explain that the grant is not in any proper sense a grant from the Exchequer; it is a grant of 60,000*l.* given from money that belonged to Scotland which would have gone otherwise to the local rates; 60,000*l.* of that money is assigned for higher education under the Act of 1892. The first question that came before the Department was as to how the money should be distributed. Our first proposal was that the chief help should be given to the burgh schools, and that any other schools which should share in the grant should be selected by county committees, which were to be appointed according to a certain method of selection, but that, when those county committees had named which schools they thought ought to share in the grant, their function should there cease. Then we proposed that the money should be distributed by capitation grants upon certain educational conditions, and that those schools that were named as proper participators should participate exactly in proportion to their average attendance and to their educational results. That was discussed a good deal, and a committee of inquiry was appointed, with Lord Elgin as chairman, which to a certain extent advised on the same lines. But it was judged eventually wiser by Parliament not to distribute the money directly from the Department to each school, but to assign it, in proportion to population, to each county, and to leave to the county committee the duty not merely of naming what schools should share, but of suggesting the conditions upon which they should share; so that each county committee should have a certain proportion of this sum at its disposal, and should then submit to us a scheme by which it proposes to distribute the money, and, if that scheme is approved, the money is paid to the committee, and so distributed. Of course these county committees have submitted various schemes.

14,365. Has there been much similarity between their schemes?—To a very considerable extent they have adopted something like the scheme that we sketched as a general scheme; in very many cases they have taken something like that; but I think they have shown—at least it is asserted, in some cases, that they have shown—rather too much disposition to dissipate the money over various schools instead of concentrating it.

14,366. That might be perhaps from the pressure of local demands?—It is so. They see the money distributed amongst the counties of course on the basis of population, and naturally each parish is apt to say that they should distribute it much in the same way amongst the parishes.

14,367. But in your view greater results would be obtained, at least in some counties, if it was concentrated on particular points?—Yes. On the other hand, I am quite prepared to say that according to the traditions of Scotland a good deal of higher education has been given in country districts—that the State-aided schools have shown, as the result of their admission to the leaving certificate examination, that they are actually attaining very good results in higher education; and I do not think that it impossible absolutely to shut them out. I think that the experience of the last two years has rather increased my feeling that concentration must not be carried too far.

14,368. Would you put it so high as to say that you think that some of the State-aided schools are practically secondary, as well as elementary schools?—Yes; only I would like to see the Secondary Education in those schools helped in quite a different way. I would rather see them helped and encouraged in their Secondary Education in another way, and leave this higher grant mainly to the secondary schools in centres; and I think I could explain in a very few words the system that was considered by the Department sometime ago, although difficulties were in the way of carrying it out. By a slight alteration in our grants, I would like to see the grants for specific subjects (I think, probably, you know them under that name), I mean the higher subjects under the code, to a very great extent modified. I think that we pay too freely for the earlier stages of those specific subjects. I think I would refuse a grant in a specific subject, unless for the third stage, and then I would say to a school that if it chose to be a secondary or a graded school, it must be content with a smaller ordinary grant, instead of 10*s*. I would reduce their ordinary grant for attendance pretty considerably, and I would give them no grant for the first or second stages of a specific subject, but I would give them a pretty liberal grant for the third stage of a specific subject. And I do not think that that would really largely increase the burden upon the Exchequer. The remedy I would propose is this, I would draw a distinction between Secondary Education in the State-aided schools, which is properly only an attempt to give the pupils something beyond mere elementary education, and Secondary Education which is quite separate from elementary education, and has for its aim something of a higher kind. For the first we might offer special terms of grant, under the code, to graded schools. I would reduce considerably, in the case of these schools, the ordinary elementary grant, giving no grants at all for the first and second stages of a specific subject; but a *large* grant for the third stage. This might be on a very liberal scale, without exceeding the saving effected by the reduction of the elementary grants, and by the withdrawal of the grants for the first and second stages of specific subjects. It seems inexpedient to help these higher grade schools under the code by means of payments intended for elementary work, in which most of the pupils take no part, although under Article 19A of our code, and under Article 101A of the English code, they are paid for it because their names are on the books. It would be unjust to refuse to these "graded" schools some recognition of their higher work. In country districts they give the only higher education available for many children. But the recognition and assistance should be given by frankly admitting that a certain amount of such education is contemplated by the code, and should be specially recognised under the

code; rather than by allowing them to share in a grant intended for, and certainly fully required by, the secondary schools proper.

14,369. (*Mr. Cockburn.*) As a matter of fact, is not that being gradually carried out, both by the Whitehall Department and South Kensington has not that been their tendency for a year or two?—To distinguish between different schools, and give the grant on a different system, do you mean?

14,370. Yes?—I do not like to speak of the South Kensington Science and Art Department, that is scarcely an elementary grant; but I do not think that we have ever gone in either of the education departments as far as that.

14,371. (*Chairman.*) That really, however, is rather a question that relates to Scotland; but the point that we desire to clear up in its bearing on our English problem is this: Do you conceive that on the whole more good would be done to Secondary Education if this grant was concentrated upon secondary schools, or upon a few of the State-aided schools which receive secondary departments, rather than so much dribbled out by the county authorities now over a large number of schools. Do I catch that as being the moral that you desire to impress upon us?—Certainly. But, on the other hand, I want to impress this as the result of our experience: that you will not be able, if you meet with the same difficulties which we have met with in Scotland, to shut out those higher departments in State-aided schools unless you meet their higher work in a more decided way than the code yet does, or than I think the Chancellor of the Exchequer would feel himself perhaps able to sanction as a part of elementary education.

14,372. You think that more money would have to be forthcoming?—Or at all events more money for the specific purpose of higher education.

RE-ORGANISATION OF ENDOWMENTS IN SCOTLAND.

14,373. Have you anything further to tell us in regard to the way in which the reorganisation of endowments for Secondary Education in Scotland was carried out by the Educational Endowments Commission?—In 1869 there was an Act passed giving the endowed institutions the power of acting voluntarily; that did not accomplish much, because it was found that the legal powers were insufficient. In 1872 there was a Commission of Inquiry, and in 1878 there was a further executive Commission, but still only a voluntary executive Commission, which could not act without the application of the governing body; and finally in 1882 there was a Commission which had power to deal with all the endowments down to the passing of the Education Act if they were largely educational in their object. That Commission has now come to an end. So far as I have got tables, the net income dealt with by that Commission was roughly 140,000*l.*, and of that I think about 90,000*l.* went for higher education; the rest had to go in maintenance, and other clothing doles; about 50,000*l.* roughly in bursaries and payment of fees and so on, and between 30,000*l.* and 40,000*l.* in direct payments to higher schools and endowed schools; the rest in smaller miscellaneous matters.

14,374. With regard to the working out of this Commission what have you to say?—It established a scheme for every endowment; it required that every school sharing in any way in any endowment should be inspected by the Scotch Education Department, and that its accounts should be annually audited by an auditor appointed by the Scotch Education Department; and those have both been carried out.

14,375. Now that that Commission has come to an end, has the necessity for having some body with similar powers in permanent existence suggested itself?—No, there is no necessity, because certain powers under that Act are left in our hands.

14,376. Are those powers that are left in your hands adequate; would they enable you to make the necessary changes in endowments as circumstances might suggest from time to time?—Either we could do it, or the Court of Session could do it upon an application made with our consent.

I do not think that any case has arisen where the Court of Session has felt itself unable to do so, but that might at any time arise.

14,377. The Court of Session, as a body of judges, would necessarily proceed rather upon strict legal principles than upon such administrative principles as might properly govern a Royal or Parliamentary Commission?—Yes, and at any time a case might arise with which the Court of Session felt itself unable to deal; but I can only say that there is no case just now, except one I believe, that the Merchants' Company in Edinburgh have taken counsel's opinion upon, regarding certain changes that they wish to make, with a view of amalgamating certain trusts. They were advised by counsel that the Court of Session would not entertain it, and they intend to proceed by private Act of Parliament.

14,378. My question goes to this: that you have in Scotland nothing corresponding to the Charity Commission in England, except so far as the powers of the Scotch Education Department extend to part of the work?—None.

14,379. And the question is, therefore, whether a need in Scotland of having a body like the Charity Commission had been felt?—No, I do not think so.

14,380. At the same time the time has been short since the Commission finished its work, and too short, perhaps, to enable a positive opinion to be formed?—That is so.

14,381. Is it felt that the Educational Endowments Commission ought to have had rather large powers and gone rather further, especially in the direction of diverting endowments from their present position to others, it being the fact that in Scotland endowments are few, and that there is an immense accumulation of endowments in a few very small areas?—Certainly many of us thought that the powers might have been increased with educational advantage; but it is pretty certain that in the present state of opinion such an Act might not obtain general assent in Scotland now.

14,382. You mean that local feeling is strong?—Yes.

14,383. But the feeling of the impartial would probably be that education in Scotland would benefit more if the endowments were distributed more according to local needs?—Yes, that is true; but very often the local element has been strongly present in the mind of the person who left the money; and if that is set aside it may discourage others.

14,384. (*Mr. Llewellyn Smith.*) Have any cases actually occurred of readjustment of schemes by the Court of Session on your application?—Yes.

14,385. And in those cases the Court of Session I suppose has simply confined itself to the legal side, taking its policy entirely from you?—I do not know that it would; certainly we could not say that the Court of Session would take its policy from us. I think it might very likely listen with respect to any document which expressed the opinion of the Department on an educational point.

14,386. You would not say that on the educational side your judgment would be final, except so far as there would be legal difficulties; you would not go so far as that?—No, but we might suggest educational changes, and the Court of Session might say that those changes might be very good, but that they would alter the scheme so entirely that they thought that they were out of their power.

14,387. So that on a serious question of policy there might be serious difficulty. That has not occurred, but it might be so?—There might be a difficulty in getting a change sanctioned.

14,388. A change which you as the educational authority thought educationally sound, and the Court of Session declined as a matter of policy to give effect to. I do not mean as a matter of law, but as a matter of policy?—I think we would only give sanction; we would not do more. We would just say, "We sanction your application." We would not

express ourselves strongly by saying "We think that this is a decidedly "advantageous change and ought to be made."

14,389. (*Chairman.*) Is there any other point that suggests itself to you in which Scottish experience throws light upon the problems which we have here to deal with?—No, I think not; nothing suggests itself to me.

The witness withdrew.

Adjourned to Tuesday next at 11 o'clock.

THIRTY-SIXTH DAY.

At Westminster Hall, Tuesday, 23rd October, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

The Hon. and Rev. EDWARD LYTTELTON, M.A.
Sir HENRY E. ROSCOE, D.C.L., M.P.
The Very Rev. The DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD C. JEBB, M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. M. E. SADLER, M.A.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. CHARLES FENWICK, M.P.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. BRYANT, D.Sc.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

Mr. WILLIAM VIBART DIXON and Mr. JOHN BRIGG called in and examined.

14,390. (*Chairman to Mr. Dixon.*) You are clerk to the West Riding Technical Instruction Committee and deputy clerk of the peace and County Council for the West Riding of Yorkshire?—Yes, that is so.

14,391. How long have you occupied the post of clerk to the Technical Instruction Committee?—Ever since the committee was first formed in 1889. I have occupied the position of deputy clerk of the peace for about 19 years.

14,392. (*To Mr. Brigg.*) I think you are vice-chairman of the West Riding Technical Instruction Committee?—That is so.

14,393. And how long have you been vice-chairman?—I have been on the committee from the first. The following short statement by way of preface to our evidence may be useful:—

APPOINTMENT OF COMMITTEE AND PRELIMINARY STEPS.

November 1889.—The County Council appointed a Committee with a view to bringing the Technical Instruction Act, 1889, into force in the West Riding.

The Marquis of Ripon was appointed chairman of the Committee, and has acted in that capacity ever since.

The vice-chairman of the Committee, County Alderman John Brigg, was an original member of the Committee, was appointed vice-chairman in June, 1892, and has so acted ever since.

Mr. W. Vibart Dixon has acted as clerk to the Committee since its appointment.

November, 1890.—The Local Taxation (Customs and Excise) Act was passed.

January, 1891.—The Committee, after instituting enquiries and obtaining all available information, presented to the County Council a preliminary report dealing with the existing organisation for elementary, secondary, technical, and higher education in the West Riding, and indicating the various means which the Committee considered the best for bring the Technical Instruction Act into force.

January 1891.—As recommended by such report the County Council in January, 1891, voted the whole of the money available under the Local Taxation (Customs and Excise) Act, 1890, for the purposes of technical and manual instruction in general terms, and resolved on presenting a petition to Parliament, and taking other steps to secure certain necessary amendments of the law.

March, 1891.—The Technical Instruction Act, 1891, was passed, the amendments proposed by the County Council being embodied therein.

The income for the financial year 1890–1 was £27,945 13*s.* 11*d.*, and for the financial year 1891–92 £30,698 3*s.* 5*d.*

April, 1891.—The committee presented a further report, giving the outlines of the scheme which, with certain amplifications and modifications in detail, is now in force in the West Riding,

The following tables and maps are referred to in the evidence, viz:—

Table A.—Population of administrative county, county and non-county boroughs, school districts under the Elementary Education Acts, and technical instruction districts; principal industries with numbers engaged.

Table B.—Analysis of expenditure of technical instruction funds for the years 1892–3 and 1893–4, showing amount expended on secondary education.

Table C.—Analysis showing numbers in attendance at grammar and technical schools; percentage of same to population; number of scholarship holders, &c.

Table D.—Summary of scholarships, free studentships, and exhibitions offered by the County Council.

Table E.—Number of candidates for technical day scholarships in each year; numbers awarded, and scholarships now held.

Table F.—Secondary schools receiving fixed grants from the County Council

Table G.—Heads of income from all sources of secondary schools earning grants from the County Council.

Map No. 1. Showing the 22 districts into which the West Riding has been divided for technical instruction purposes, and the boroughs or other central places of each district.

Map No. 2. Showing the public secondary, and higher elementary schools, for boys and for girls.

Scheme of the County Council.

The Scheme is fully explained in the detailed statement and documents in the hands of the Commission, and a very short summary of the methods of the County Council will suffice.

After careful consideration it was decided that no portion of the funds should be distributed among urban authorities, but that the control of the expenditure should be retained by the County Council. The reasons are apparent. The urban districts include 124 Local Government Districts and 13 non-county municipal boroughs. As regards the Local Government Districts, it was apparent that the division of funds among so large a number of authorities without means of effective combination would entail a loss of efficiency and waste of resources, while as regards the boroughs, not only would there have been a lack of co-ordination in the work, but it would have been impracticable to carry out effectively the scheme that was contemplated whereby the schools and institutions in the boroughs should serve as centres for the surrounding districts in the manner indicated in the West Riding Technical Instruction Directory.

The Committee, therefore, attempted to set up a Scheme co-ordinated in its various parts, and applicable for the whole of the Riding.

EXPLANATION OF PRINCIPLES ON WHICH AID IS GIVEN TO SCHOOLS AND INSTITUTIONS.

1. The Committee came to the conclusion that, having regard to the voluntary character of much of the work and to the necessity of enlisting the services of persons resident in the various localities, it would as a rule be far better to develop existing institutions, and stimulate localities to set up new ones where necessary, than to start schools and institutions of its own. This conclusion was dictated partly by grounds of economy, but more especially by the necessity of securing local interest.

Consequently, an important part of the expenditure takes the shape of grants to schools and institutions "for the time being supplying technical and manual instruction."

The West Riding Technical Instruction Directory of 1894, which has been supplied to the members of the Commission (pages 10 and 11), indicates the manner in which such aid is given. It is important to note that the Scheme is intended to provide a framework for the wants of the county as a whole, and it may be supplemented and extended from time to time as occasion requires.

The grants of the County Council are to a very large extent supplemental to aid given by the Education Department, the Science and Art Department, and other bodies, and it has been the object of the Council to so frame their regulations as to fit in with the rules of Government Departments and other existing conditions.

The grants to classes, schools and institutions are for the most part made as follows:—

(1.) A fixed grant per head on students who have made the requisite attendances in any one or more of the subjects scheduled, and otherwise satisfied the conditions laid down by the Council.

(2.) A grant per head per subject for approved subjects, especially such as would be useful in connection with local trade, and commercial requirements, these not being subsidised by the Science and Art Department; a limit being placed on the number of subjects to be taken up at a time, for the purpose of grants, and other necessary restrictions imposed.

(3.) Grants to provide new buildings, and (3a) apparatus, including models, diagrams, and tools; and loans of objects from museums which may be established in connection with the district technical schools.

(4.) Fixed grants to institutions, such grants upon condition of the institution educating teachers, providing lecturers, undertaking extension work in the surrounding districts, admitting a certain number of students free, carrying out such other educational work as may be stipulated, and complying with such conditions as may be imposed.

(5.) Grants in aid of university extension work and travelling lecturers and teachers.

Full details as to the grants under each head are given in the Directory.

The County Council has in this way stimulated and rendered more efficient technical instruction at various local classes and institutions at suitable centres throughout the Riding.

The County Council has, moreover, organised a considerable amount of new work in connection with the Yorkshire College and other central institutions, by way of direct grant and by means of scholarships and exhibitions.

Thus the Yorkshire College receives subsidies for the following purposes:—

Instruction in agriculture and coal mining.
Extension lectures in science and sanitary engineering.
Special training courses for teachers.
Classes in the principles of education.

The Firth College, Sheffield, is subsidised for the following purposes:—

Instruction in coal mining.
Special training courses for teachers.

The Barnsley School of Coal Mining has been organised to supply systematic courses of instruction in coal mining and preparatory work.

The Yorkshire Ladies' Council of Education receives from the County Council a grant, made conditionally upon their maintaining an efficient staff of teachers who shall be supplied to local classes on stipulated conditions, and established centres for training teachers of cookery, laundry work, and dressmaking.

Each of the above institutions is further assisted by means of scholarships and exhibitions, which bring students there from all parts of the Riding.

The details of the scholarship scheme, which is somewhat extensive, are given in the Directory.

The organisation in the Riding comprises:—

(1.) The technical instruction committee, consisting of:—
  (*a.*) Members of the County Council.
  (*b.*) Other persons selected for their peculiar fitness.
(2.) Joint committees where needed, including joint "local committees."
(3.) District committee. (*See* Directory pp. 12 and 14).
(4.) Governing bodies and local committees. (*See* Directory p. 15).
(5.) Boards of examiners. (*See* Directory pp. 39 and 40).
(6.) Provision for inspection. (*See* Directory p. 13).

The above facts show the general lines upon which the technical instruction of the West Riding is organized, and may help the commission to follow the more detailed evidence of the witnesses on certain points.

14,394. (*To Mr. Dixon.*) You hand us certain statistics and tables relating to technical instruction in the West Riding?—Yes.

14,395. Do those statistics include the population of the administrative county, of the county and non-county borough, and of the school districts?—That is so.

14,396. And they also show the principal industries of the administrative county with the number of persons employed in each industry?—That is so. I might call attention in passing to the fact that those statistics show that the West Riding contains 13 non-county boroughs with a population of 309,791; 124 local government districts (which are all local authorities under the Technical Instruction Act); 521 rural parishes; the total population of the administrative county being 1,351,570; and also five county boroughs with a population of about a million.

14,397. Therefore the administrative county authority has a very complex problem to deal with, because it has areas within its jurisdiction which are practically purely rural, and also others which are urban in

their character?—Yes, and it has also to deal with the complication of a great many areas of local government.

Districts of West Riding for Technical Instruction.

14,398. Would you state what are your districts for technical instruction purposes, and explain the principles upon which those districts have been laid out?—The districts for technical instruction purposes are shown on each of these maps (*pointing to the same*). I refer first to Map No. 1, which shows the whole of our districts. They were taken generally to correspond with poor law unions, but they were modified so as to meet the developments of railways, roads, and other circumstances since the unions were formed, and also to some extent so as to correspond with the electoral divisions of the county.

14,399. Then practically, now, how far do they correspond with the poor law unions?—Very largely indeed; generally speaking, one may say that they correspond with the poor law unions. And one result of that is, that there is a capital or central place in each district, which has served for the capital for poor law purposes, and which is found nearly always to be a suitable nucleus for grouping the districts for the purposes of technical instruction.

14,400. Those, therefore, will now under the Act of the last session become local government districts?—No, they are not districts under any Act of Parliament.

14,401. But they will be; I am referring to the Local Government Act of last session?—That will be so to a rather considerable extent, but a great number of our unions consist almost wholly of urban districts, and therefore are cut up into as many as 20 separate local authorities, perhaps.

14,402. I was referring only to the non-urban districts?—As regards the non-urban part, that is so. As a rule, those districts will be under the district council.

14,403. How many districts for technical instruction purposes have you in the administrative county of the West Riding?—There are 22 districts for technical instruction purposes.

14,404. Have you anything further to say about the map?—I think that that is sufficient at this point of my evidence. I shall refer to the map again later on. It will be seen, as I was pointing out, that in each of these districts there is some central place. In some districts it is a county borough; that is so in what we call the Leeds district, with Leeds the centre, in the North Bierley district, with Bradford in the centre, in the Halifax district with Halifax in the centre, in the Huddersfield district with Huddersfield in the centre, and in the Ecclesfield district with Sheffield at the extremity of the Riding. In other districts we have usually the ordinary municipal boroughs; in a few other districts we have the local government districts, and those, from time to time, as they grow, become municipal boroughs; so that as time goes on there will be hardly any of our districts which will not have a municipal borough, either county or non-county, as its centre.

14,405. You are prepared, I believe, to insert a short statement on paper of what has been done in the West Riding with regard to technical instruction chronologically drawn out?—That is so.

14,406. I will assume, therefore, that that is part of your evidence?—If you please. I would only call attention to the fact that we have had our scholarship scheme in existence from the earliest possible moment; that fact is somewhat relative to the evidence which will come later on.

14,407. What is the general centre for the administrative county from which the whole system is worked?—Wakefield; that is the centre for county council purposes, and also for the purposes of technical instruction. Later on, of course, the answer to that question may be developed, because "worked" is rather an elastic term.

Policy of Technical Instruction Committee.

14,408. The policy, we understand, of the technical instruction committee of the West Riding County Council has been rather to give aid to

technical instruction classes, and to existing institutions, than to establish new institutions under the direction of the county council itself; is that the case?—That is so.

14,409. And what have been the grounds which have induced the county council, or its technical instruction committee, to adopt that policy?—We have very largely looked at the history of the growth of the work in the West Riding, and we have found that where the localities were directly responsible and directly interested, and felt that they themselves were doing a large part of the executive work there, without trenching upon what might be considered as vested interests and local susceptibilities, we have been able, by applying control coupled with aid, to get what we wanted in the way of an effective system of technical instruction more readily than we could do if we attempted to do it more by direct administration by the county council.

14,410. When you speak of the localities, do you mean to refer primarily to institutions under the control of trustees, governors, and so forth, or do you refer to institutions under the control of local public bodies, such as town councils?—I refer to schools under local committees and governing bodies.

14,411. I ask you to distinguish, if a distinction is necessary, between what may be called private governing bodies, and public governing bodies, that is to say, governing bodies existing under statute, or governing bodies which are merely administering a trust?—The action of the county council has been practically uniform with reference to both classes of institutions.

14,412. As regards both classes of institutions you have thought that those grounds of policy applied?—That has been so. In some cases where we have had to supply absolutely new institutions we have still acted on the same principle; and I might refer you, as an example, to the Barnsley school of coal mining. It was felt that it would be a great advantage to the large coalfield if we set up a central school of mining, capable of giving advanced mining instruction, much in the same way as is done in the Yorkshire and Firth Colleges. What we did there, after conferring with the principals of the colleges, who, I may say, themselves had started the project to a large extent, was this: we formed a plan for a governing body consisting of representatives of the two colleges, and of representative men from the locality—the locality in that sense is used as indicating a large district, not Barnsley itself, but the whole of the surrounding district; representatives of the county council were also placed on the board; and in that way we build up whatever governing body or body of managers we require for the particular purpose we have in view.

14,413. In what way do you administer this Barnsley mining school—directly yourselves, or to what extent do you leave it to the control of the local body that you established?—In that case we require that the local body shall comply with certain conditions as to the mode of instruction, as to the apparatus, as to the fees charged, and that they shall give a certain number of free places, or assisted places, as we may require from time to time. In return for that we place at their disposal a fixed sum of money which is sufficient for the purpose.

14,414. What are your relations to the Yorkshire College and the Firth College?—I think that you will find really the whole of the work and of our position in regard to both institutions set out in the statistical matter; but I could tell you very briefly indeed what those relations are. The Yorkshire College came to us for assistance of two kinds: first of all for its general work in the college, and secondly for the special work which it sought to organise afresh, having regard to the provisions of the Technical Instruction Act, including a considerable agricultural scheme, and extension work. We have given them direct aid for their general work in the shape of a fixed grant, in return for which we have asked, having regard to the fact that the fees are out of the reach of a considerable

number of the working classes, to have a certain number of free places placed in the gift of the county council. Then as regards the other work, we have paid the Yorkshire College sufficient in the shape of direct grants, or of grants taking the nature of guarantees by way of number of pupils, or a lump sum to enable them to carry out the work. Our principle as regards Firth College has been practically the same.

14,414*a*. You will give us paper statements with regard to the method of administering your grants and the heads of work and expenditure under each head for the last school year, and you are also kindly undertaking to give us a precise statement of the West Riding organisation for the purposes of technical instruction, showing the various bodies which act under or by the directions of the technical instruction committee?—Yes.

14,415. Have you any further observation to offer upon the facts which those statements will contain?—On that point I might, perhaps, briefly call your attention to the composition of the boards of examiners, because that might have a bearing on other parts of the evidence.

14,416. Certainly?—On that point I should like to call the attention of the Commissioners to the fact that we have set up boards of examiners for our own county. Those boards are of two kinds. One for the award of what we call county scholarships, which are tenable at places of higher education, including, of course, the universities; that board comprises the principals and other representatives of the Yorkshire and Firth Colleges, and also members of the technical instruction committee, those members including some of the co-opted members. Then for technical day scholarships and other exhibitions we have another board, on which we have the headmaster of a grammar school, the headmaster of a technical school, one of Her Majesty's Inspectors—and he, I may mention, is on our technical instruction committee—and other members of our committee. I think that is all that I need call special attention to under that head. I am reminded by Alderman Brigg of one other point: that for certain of our examinations the three Ridings combine, and that for those purposes the North and East Riding add members of their county councils to the board; so that there we have something in the nature of a joint board.

Co-optation of Members by Technical Instruction Committee.

14,417. How many co-optative members have you on your technical instruction committee?—We have five.

14,418. What is the total strength of the committee?—It may vary from time to time.

14,419. What is the present strength of the committee then?—There are 24 other members.

14,420. Are the co-optative members selected primarily with a view to the special knowledge that they may be supposed to possess of the matters that come before the committee, or also with a view to the places where they reside, so as to supply local knowledge?—They are selected almost entirely for special knowledge; sometimes they might incidentally be considered as having a representative quality, but still the main consideration would be their special knowledge.

14,421. (*To Mr. Brigg.*) Have you any observations to offer to the Commission upon this method of co-opting gentlemen in respect of their special knowledge to sit upon the technical instruction committee. It is a matter which has a great deal of interest for us?—It works exceedingly well. The ordinary members of the committee are more or less selected geographically, to a certain extent, over the whole of the districts, and those men are put on for their special knowledge of the subject for which they are required. We have one man specially representing agriculture, and so on.

14,422. Then, in fact, the element of local residence is largely regarded in the composition of the technical instruction committee?—Yes.

14,423. And the co-optative method is used to strengthen the element of special knowledge upon the committee?—That is so.

14,424. I presume that I may take it that no party consideration, whether political or otherwise, has entered into the selection of the co-optative members?—Not in the least. We know nothing of political parties, whatever, in the technical instruction matters.

14,425. (*Chairman.*) What other interests are specially represented besides agriculture?—We have Mr. Rooper, Her Majesty's Inspector of Schools, Mr. Swire Smith, who has considerable knowledge of technical education throughout the country, and Mr. William Briggs who is the Chairman of the Wakefield Institute, and one of the Wakefield Governing Body of Endowed Schools, I believe, as well, and Colonel Brooke, an old magistrate of the West Riding, who has taken an interest in technical matters for a long time in the Huddersfield district, a man of great standing, and who was vice-chairman of the council.

14,426. And as regards the two great colleges, Yorkshire College and Firth College, is the committee in the habit of availing itself of the fund of special knowledge in technical instruction matters which resides in those colleges?—Certainly; that is the one thing that we do. Whenever there is any new subject required to be taken up, if we have not the means of carrying it out, we say to the Yorkshire College "Can you do "anything for us?" They say, "Yes, we will provide the professors on "condition that you give so much a year, and allow him to do other "things besides, he shall do the work that you want him to do." We go to them if they can do it, or to any one else who can do the work which we want doing.

14,427. So that the element of special knowledge, which, of course, the technical instruction committee requires, is obtainable, not only from the co-optative members, but also by communication with those bodies who possess it within your area?—Certainly, we go to the persons best qualified to help us. (*Mr. Dixon.*) When we have contemplated any new departure, we have, on several occasions, had conferences with representative headmasters of grammar schools, or elementary schoolmasters, or with the particular bodies who will be specially affected by what we contemplate.

INSPECTION BY TECHNICAL INSTRUCTION COMMITTEE.

14,428. Will you explain to us what you mean by inspection as well as examination, so that we may understand exactly what is covered by inspection?—Our inspection is intended to provide gradually and somewhat tentatively for the inspection of all the classes which we aid. We do not, at present, contemplate making an absolute systematic inspection of every class, because the Science and Art Department—together with other departments which have cognisance of a very large portion of our work—does to some extent inspect, and may go further in that direction; but we do endeavour, so far as we can, to make a systematic inspection of all classes as to which we require further knowledge, more especially all new classes.

14,429. My question rather goes to what is conveyed by the term "inspection" as distinguished from examination?—"Inspection" would mean that the inspector we employ, either our own officer or an officer whom we may obtain from elsewhere, goes from school to school and conducts an inspection by noticing the work, by hearing lectures given and classes taken, and by examining, to some extent, individual pupils, in order to see how far they have an intelligent knowledge or appreciation of the subject taught; and he also endeavours to ascertain the methods employed in teaching. That has been one of the most important parts of his inspection.

14,430. Taking the case of schools which receive grants from you, but which are not properly technical, such, for instance, as endowed grammar schools, is the inspection confined to those subjects for which you give grants or does it extend at all to the general work of the school?—It hardly extends at all to the general work of the school, except so far as

the inspector might incidentally notice any points that came before him, but practically we only have a systematic inspection of our own subjects; but he would also look at the accommodation and the general style of the school, and get the best idea that he could of the place and let us know all about it, so far as he was capable of forming an opinion.

14,431. Would it be within his province to report upon a want of sufficient accommodation or ventilation, let us say, in the buildings of any school?—Certainly.

14,432. Even in those class-rooms in which technical instruction subjects were not taught?—He would report, if he got to know about it, but we could not take the same action in that case that we could if it was for our own classes.

14,433. To bring it to an illustration, has it ever occurred that any report was made upon a want of accommodation or any other condition for the due excellence of the school, which did not come within the direct scope of your technical instruction work; has such an instance ever occurred?—Yes.

14,434. In such a case what action is taken?—We should communicate with the governing body, stating what we know and expressing a hope, probably, that that state of matters would be remedied. We might go on to indicate, if no notice were taken, that it might be a question whether we could continue to recognise the school.

14,435. (*Dean of Manchester.*) I suppose that the inspector is virtually an organising inspector?—Yes.

14,436. Is he welcomed in those institutions apart from the particular work he is sent to organise, from your point of view?—Generally speaking, yes.

14,437. (*Chairman.*) I understood rather from you that he does not, as a rule, either inspect or give his adviee upon anything, except what falls within the scope of your technical instruction branch?—That is so; at the same time he does not absolutely shut his eyes to what is going on all round.

14,438. You have no reason to think, I suppose, from the results of your experience, that any jealousy is excited or difficulty arises out of such inspection as you conduct?—I think one might say that there is practically no jealousy, because it is conducted with some tact.

14,439. And, of course, because the governing bodies and the masters have a strong motive for desiring to stand well with your committee?—That is so; that, I have no doubt, may affect their attitude of mind.

14,440. (*Dean of Manchester.*) You speak of "the organising inspector" in the second annual report as if you had only one. Have you more than one?—We have two officers. One we call the organising inspector, because he has to do with organising a rather large amount of new work; he meets local committees and bodies, and consults with them as to any developments; and he has the right also to attend all meetings of local committees. The other inspector inspects in special subjects, and his work is somewhat different.

RELATION OF MUNICIPAL BOROUGHS TO COUNTY.

14,441. (*Chairman.*) You have told us that there is a large number of municipal boroughs, some county and some non-county, within the administrative area of the West Riding?—Yes.

14,442. I presume that a large number of the boys and girls, who reside in the rural districts which are within your administrative area attend schools within the boroughs?—That is so.

14,443. Both the county boroughs and the non-county boroughs?—Yes

14,444. Have you any statistics that you can give us upon that subject?—I should like to refer you on that subject to the statistics that I have handed in.

14,445. Would you just indicate the particular table to which you refer?—Table C.

14,446. Have you any observation to offer upon that table relating to this fact?—I think that this fact is very material in view of what I may call the contention or strong opinion of the county council, that it is absolutely essential that the non-county boroughs, leaving out for the moment the county boroughs, should form part of the county area for the purpose of secondary and technical education.

14,447. Are you speaking now of the county council or of the technical instruction committee?—Of both.

14,448. It is the opinion then of the county council and of its technical instruction committee, that municipal boroughs, not being county boroughs, ought, for the purposes of technical instruction, to be entirely under the jurisdiction of the county authority, and not separately organised *quâ* municipal boroughs?—That is so.

14,449. (*To Mr. Brigg.*) Do you coincide in that statement?—Quite so. We find no disposition on the part of non-county boroughs to break away from us at all.

14,450. You have not experienced any difficulty in getting them to fall in with that view?—No. We think, further than that, that we are approaching a time when our method of carrying on the work will be made use of by the county boroughs themselves. The county boroughs, having made rather a squandering distribution of the money in the first instance, are now beginning to ask for scholarships in return for money, upon very similar lines to those of the West Riding, and we hope, in the process of time, that we may be able to come to terms with the county boroughs in such a way that we may have one uniform system throughout the whole district, so as to do away with the anomaly of a scholarship being obtainable within the borough at a certain school under certain conditions, while a scholarship outside the borough to the same school has to be obtained under other conditions. We hope that the conditions both inside and outside may be made uniform, without interfering with the money granted to the county boroughs for their own purposes.

14,451. In what way would you propose to bring about uniformity of administration; is it proposed to bring it about by what may be called a system of conferences and diplomatic arrangements, so to speak, between the authorities of the county boroughs and those of the county; or is it proposed to have a species of federal system in which the whole matter should be put under the control of a supreme authority whereon the county boroughs and county will both be represented. You apprehend the difference between the two schemes that I seek to put before you?—We should prefer the first, by all means. We should endeavour to arrive, by amicable means, at an arrangement satisfactory to both.

14,452. You would do it by way of negotiation and conference?—Yes.

14,453. Not by way of having an authority on which both sets of bodies were represented?—No.

14,454. Will you give us the reasons why that view prevails?—We shall have only five county boroughs to deal with in our West Riding if we can make terms with them. If two or three, Leeds and Bradford or Sheffield, were to fall in, the rest very likely follow.

14,455. But it has been suggested (I express no opinion, of course, upon the subject) that the object of uniformity of administration and economy of funds would be best attained if there were some representative authority which was legally competent to deal with the problem of education or technical instruction, for the whole West Riding, including both county boroughs and the county. What is your opinion upon that view?—I do not think that the county boroughs would, for a moment, give up their position of having separate grants for separate purposes.

14,456. We assume that the county boroughs would not submit to be swallowed up by the county; but the proposition is that there should be a new authority on which both county boroughs and the county should be represented proportionately?—That might be so; but in order to obtain that you would have to come to terms with the county boroughs, in the first instance. Then there might be an amicable arrangement.

14,457. The suggestion is, of course, that Parliament should determine that matter; it cannot be done, of course, without legislation. I merely ask you, as an experienced member of the county council, what you believe the view of the county council to be as regards the desirability of any such scheme?—It would be very desirable, but I do not think it is at all likely to be obtained without very great difficulty.

14,458. What would you regard as the comparative advantages of such a scheme, supposing it to be obtained, and of a scheme for attaining so much uniformity as can be attained by a system of negotiations and conferences?—You see the difference between the two methods. Practically, we want to have the same conditions in the county boroughs as we have in the rest of the Riding, so that there shall be no difference to a boy residing just outside the boundary, that he may not participate, in certain cases, on the same lines as those inside the borough, and *vice versâ*.

14,459. But it has been suggested that that result of uniformity of administration and economy of funds cannot be completely obtained except by putting the whole area, including the county boroughs, under one authority. I desire to know what the view of the county council is on that point?—It would be a matter of great difficulty, I think. One difficulty would be the rating difficulty. The West Riding is the rating authority for technical instruction, and the county boroughs would naturally want to lay their own rates in their own way. I do not think that the county boroughs would like it at all; I do not think they would care for it.

14,460. I have not been asking you what the present attitude, either of the county council or county boroughs is, but only as to what, from your educational experience, you and your colleagues think are the comparative advantages of the two methods that I have put before you?—I do not think that the question has yet been considered at large—I mean officially—at all.

14,461. That is what we had supposed rather—that the question has not been so far considered as to enable you to express an opinion?—No, it has not.

14,462. (*To Mr. Dixon.*) Are you able to tell us anything on this point?—I might point out what has been done in that direction by the county council, and the kind of action that is taken in reference to other matters. There are provisions in a number of Acts for joint committees and arrangements of that kind, and some of those Acts (the Local Government Act, 1894, for instance) provide for what is in the nature of compulsory joint action; that is to say, that where joint action is necessary, and one body will not move in the direction of joint action, then the other may, and there is power to appeal to a body in London under certain circumstances.

14,463. (*To Mr. Brigg.*) Supposing it were decided to have a joint system for the county boroughs and for the county, by what method can you suggest that such a joint system might be established?—Such conditions do now exist between the county and the different county boroughs in reference to the asylums and several other things of a similar kind; and similar conditions, I think, might be instituted in reference to education, exactly as we do in other matters.

14,464. When you speak of the asylums, you refer to the Local Government Act, 1888, section 32?—That is so.

14,465. This would really be then a sort of educational committee for the whole of the county?—Yes; but you must please to bear in mind that we are not now speaking of elementary education.

14,466. Certainly; we are coming to that immediately?—We must keep clear of that.

14,467. This would be an educational committee for the whole county—Yes.

14,468. Supposing that such a body were established, would you be disposed to give it larger functions than those which are discharged by the technical instruction committee now, and to bring the whole of Secondary Education within its scope?—Certainly.

14,469. Elementary education you would leave outside it?—Quite so. Secondary Education can be managed quite on the same lines as technical instruction as now given to the county, and by a similar body, assisted of course by the county boroughs, so as to make it uniform.

14,470. Supposing that you were going to construct such a committee, you clearly would have a fair number of co-optative members upon it?—Certainly, and for this reason; because my ideas of our method of carrying out the Secondary Education work would be so much by the method of scholarships, that is to say, scholarships to secondary schools, and leaving scholarships to other places of higher education, and it is necessary that we should have representatives of both where the scholars are coming from and going to.

14,471. That would point to having representatives of elementary education upon the committee?—Yes.

14,472. And I suppose also persons specially connected with Secondary Education?—Yes, and also representatives of the universities.

14,473. By the universities do you denote what are called the old universities of Oxford and Cambridge, or do you specially refer to the Victoria University, one of whose colleges is in your county?—We take the Victoria University, but we do not object to the others, because we do grant scholarships tenable at the universities, and we think that they ought to be represented if they desire to be.

14,474. Supposing that the county boroughs were not included in such a scheme as you have indicated as regards Secondary Education, how would you bring about co-operation or similarity of administration between the county boroughs and the county?—We should have to deal with them exactly as we should deal with another county, they would have to carry out their work in their own way, and we should carry out our work in our own way. All we should ask is that there should be some superior authority which should see that the work is fairly uniform throughout the whole county. We should ask no more from the county boroughs than we ask from a smaller county adjoining us, it may be right or left of us.

14,475. Is there anything further that you would do?—I think that all I have to say is very simple; that is to say, that so far as the county boroughs are concerned, if they do not work amicably (which I understand to be your question) with the West Riding, that is on uniform lines, or if they do not work jointly with them, then we should treat them as strangers, exactly as we do another county; and all we should ask in that case we ask for them as well as for us—the county generally—that there should be one tolerably uniform condition of things existing in different schools; that is to say, that one county may not be content to say "This is Secondary Education" and another county say "This is what "we call Secondary Education." We should ask the president of the council to appoint an inspector, very much on the same lines as has been done in America, where they have what they call a superintendent, who goes over the different parts of the country, and whose principal object is to see that there is a fair amount of uniformity in the method in which the work is being carried on. We do not need any further interference

than that on the part of the Government or anybody else, and that of course we want for ourselves as for others.

Interest of County in Endowed Schools in Boroughs.

14,476. (*To Mr. Dixon.*) If you wish to make any statement of facts bearing on this particular part of the subject, we might take it here?—We were on Table C. of the statistics, and I was anxious to draw the attention of the Commissioners to the per-centages of the students who came from outside the place where the school is situate, whether that place be a borough, or whether it be some other town or centre. If you refer to the column headed "Residence of Students" in the second half of column 6, you will see there the extent to which these schools are supplied from places outside the town in which they are situate. Twenty-four of those places are boroughs, and commencing at the top (and without selecting examples in Barnsley Grammar School), there are 30 per cent. from outside Barnsley, and in Batley Grammar School there are 56 per cent. from outside Batley.

14,477. It is hardly necessary to go through these figures in detail, because of course, it is a matter of knowledge to us, that in densely populated districts well supplied with railways, schools are very largely used by boys living at a considerable distance. The same thing happens in the neighbourhood of Manchester, for example?—Yes. Another point to which I desire to call attention is the fact that the endowments of many of these schools are not given for the benefit of the borough area; in a number of cases they are unrestricted as to area, in some cases they are given for an area smaller than that of the borough, and in other cases for an area very much larger than that of the borough. As an example of the latter I may refer to two schools in county boroughs. The first is the Heath Grammar School, Halifax, which is given in this list, and which is for the whole of the ancient parish and manor of Halifax, which contains something like a quarter of a million of inhabitants. I mention the word "manor" because it indicates the extent of the area; that is for an area several times larger than the county borough. Almondbury School, again, is not mentioned in this list, but you will find it in the Digest of Endowed Charities. That school is situate in the county borough of Huddersfield; the charity was given for the ancient parish of Almondbury, which extends right up to the borders of the county, far beyond Huddersfield, but it only includes a small portion of Huddersfield. In both these cases the point that I wish to make is this: that because a school of that character is situate within a borough, whether a non-county borough or a county borough, no inference must be drawn that that school ought to be handed over to any borough authority, or to be considered as exclusively or necessarily provided for the benefit of the borough. The Secondary Education Bill—I refer to the most recent one, the Bill of 1893—and I suppose any Bill on similar lines, would require that the local authority should report in some form or other as to the supply of secondary schools; and we should maintain that our West Riding report would include those schools which are situate within boroughs, whether county boroughs or non-county boroughs. We should not necessarily claim that they were wholly county schools, but in some cases we should claim that they were mainly county schools, and in others that we were very largely interested in them and that we must have a voice in regard to them. It might be that a school was full and that it had to be enlarged. It should not lie then with the borough authority to say, "You (the county) must provide a new school for your-"selves, we (the borough) retaining the whole of this school." That I mention as an instance that might occur; but we should claim that in the first instance we must report upon all schools which are available for our area.

14,478. You are now of course saying this specifically with reference to technical instruction: but, of course, it would apply *à fortiori* if Secondary Education generally were entrusted to local authorities?—I am saying it really in very direct reference to Secondary Education; because the schemes that I have referred to are grammar school and endowed school schemes, which relate solely, one may say, to Secondary Education.

14,479. Has any difficulty then so far arisen as respects those schools under the head of technical instruction?—No, but we have not had to deal in any way with any other local authority, except where we have thought fit to negotiate; we have dealt directly with the school authority. But if those trusts or those schools were in any shape handed over to the local authorities, then we should say that provision must be made for protecting the interests of the county.

14,480. You are aware that such a difficulty as you indicate arose in Wales under the Welsh Intermediate Education Act?—I do not recall a specific instance. I have only had a very general knowledge of the working of the Welsh Intermediate Education Act.

14,481–2. How would that claim of yours apply as regards grants of money. Supposing that a local municipal authority made a grant of money for technical instruction or otherwise to a school situated within its area, and therefore, they claimed jurisdiction, with some reason, over the school in respect of the grant of money, and supposing then, also, that the county council made a grant of money to the same school; how would you adjust the respective claims of the county council and the municipal council, both being based upon the fact that they had made pecuniary contributions?—So far as one can give an opinion based on the action of the county council in somewhat analogous cases, we should negotiate for some kind of joint representation. We should probably either constitute a joint committee—which we have done in some cases, including county boroughs—or we should come to some general agreement as to the constitution of some governing body to which we should both hand some definite fund.

14,483. (*To Mr. Brigg.*) Let me put another difficulty. Supposing a county borough to contain two public endowed schools, one of them being what you would describe as a school in the administration of which the county ought to have some voice, and the other being a school which belonged to the municipality, and which by its foundation was limited to the municipal area, or had been placed under the management of the municipal body itself, would it be possible to deal properly with the educational problem in that town unless the same authority had jurisdiction over both schools—although one of the schools was a school to which the county, on your principles, would have nothing to say?—I think that there is a view of this question which we have not brought out yet; that is to say, that we do not want to interfere with those schools provided they will give Secondary Education. If they will give it, we do not want to interfere with them. If they do not, we leave them alone, that is all; and leave it to the central authority (whoever it may be) to come down upon the district and say, "This district is not supplied sufficiently with Secondary Education."

14,484. I am not putting the matter as a matter necessarily of controversy, but I am only endeavouring to bring your mind, and Mr. Dixon's mind, to contemplate some of the difficulties involved in the question. I want to put it to you in this way: You have got a certain area supplied with education by several schools; one or two of those schools are schools in whose management, upon Mr. Dixon's principle, the county council may be supposed to have a title to interfere; others are not in that position. How do you suggest that the whole educational conditions of that area can be properly dealt with under such a claim as the county council makes?—Supplementing the answer which I gave a few minutes ago with reference to the position of things, we have had no difficulty hitherto in dealing with schools of that kind; it has been free for them to take our scholarships or not as they please. Those possibilities may arise, but if we carry out the work of Secondary Education, by means of exhibitions and scholarships of that kind, then we do not interfere much with the management of a school if that school is efficient to give the instruction—we do not ask further about it; we say, "Here are scholarships to your school, "and you can have them." Practically, the same thing occurs now,

inasmuch as there are schools to which we do not give help, because we do not think they are qualified, and consequently they get no money.

14,485. But to all the schools to which you have been giving grants you have been applying the methods described as inspection and examination?—Certainly.

14,486. And inspection and examination do imply a certain amount of control over the school?—Yes.

14,487. So that I do not feel that you have quite disposed of the difficulty that I have been putting to you?—We should give them no money. If they did not come to us for a grant they would get none; and if they did come to us for a grant, but did not comply with our conditions, we should not give them any.

14,488. It is quite true that you speak of giving them money, but the money at present is given upon your being satisfied by examination and inspection that the school is thoroughly competent?—Certainly.

14,489. Does not the holding of an examination and inspection involve a certain amount of control; that is to say, that if you are dissatisfied with the condition of the school, you suggest changes that ought to be introduced?—Yes, that is exactly what we ask here.

14,490. But if a school, at the same time, is under the control of another authority, it is possible that that other authority might not agree with the suggestions which you make?—That is what we ask for in the latter part of my paragraph; that we should have some power to see that the school is efficiently qualified to do the work.

14,491. How do you propose to reconcile that power with the control of another authority over the school?—We take the broad lines on which the county council works with regard to this and other things; that is to say, that if we pay money we ask for power to send a representative to see that the institution is a proper one, and that the governing body is efficiently qualified to do the work. And we shall ask the same with reference to a borough school. That is what we are proposing to do here when we speak about having the power to inspect for the purpose of the report or scheme that may be framed.

14,492. Do I correctly understand you to mean, then, that you conceive that the difficulty would be avoided by your claiming no more authority over a school than the right to say that if certain conditions are complied with it will get a grant from you?—Quite so.

14,493. And that if those conditions are not complied with it will not get a grant from you?—We say the same to schools outside the county boroughs as well.

14,494. Therefore you would not desire to claim any further jurisdiction over a school, or any further power to alter its arrangements, than what is conveyed in saying that; and compliance with your requirements is to be a pre-condition to receiving your grants?—That is roughly so.

14,495. (*Dean of Manchester.*) Your authority is only an authority so far as you give grants?—That is so.

14,496. (*Chairman.*) And you are content with that authority?—Yes.

14,497. You think, in fact, that the power of the purse would give you all that you want?—Yes.

14,498. (*Sir Henry Roscoe.*) Do you consider the question of the foundation of new schools; is that included in your area of work?—No; new schools, of course, means a development; but what I apprehend that we should do in our own district would be to take up some school already in existence and put conditions to that school. We should say, "Here you "are situated in a certain locality, which has no school near, and if you "will do certain things, and find an efficient school, we will give you "grants of a certain sum, or a number of our scholarships shall come "to your school as a means of supporting it."

14,499. Then you mean that your grant might include grants for the building or institution of new schools?—There would be a difficulty about that.

14,500. But that must evidently become a portion of the power which such a committee as yours would require to have?—Yes; and that possibly might come from endowments. We might give some endowments, but it would require very careful manipulation, because there are a number of places that have already supplied themselves with efficient central schools, and spent 30,000*l.* of their own money in building up a good institution, and they would consider it hard that we should take public money and go to a place that has done nothing for itself, and give them 20,000*l.* or 30,000*l.* to fit up an institution for themselves. Those who have done the work already would feel that they have some to claim to be fairly treated. I apprehend that there might be some means by which money could be loaned out and repaid with interest on the capital; and also we should hope to get a good deal of help from local people in the neighbourhood, if they were shown that a good school could be instituted in their own locality. They are all anxious to have a good school if they can.

14,501. (*Chairman.*) But your position is not the same as that which is taken up by Mr. Dixon, because I understood Mr. Dixon to contend that the fact that the school was not necessarily a borough school gave the county council a *primâ facie* title to some jurisdiction over it. That is quite a different position, if I understood Mr. Dixon rightly, from the position that you take, which is that all that is needed is the power of distributing grants, and enforcing requirements as a condition of receiving their grants?—I think we are substantially at one. (*Mr. Dixon.*) I think there is no real inconsistency between the two points of view. As I understand it, Mr. Brigg is assuming that schools are not handed over to the local authorities. I think his contention, shortly, is that effective control can be exercised by the power of the purse, as you have termed it. My position is on the hypothetical case of the schools being handed over in some shape to the local authorities, and then we say that our position must be protected because so many of those schools, which are really county schools, are situated in boroughs.

14,502. Assuming that hypothesis to become a fact, your point of view would not be satisfied with what Mr Brigg has put forward as being a sufficient protection to the county authority?—I do not understand that Mr. Brigg has provided for that contingency. (*Mr. Brigg.*) I am saying as the thing stands at present.

14,503. (*To Mr. Dixon.*) You think that Mr. Brigg has been speaking of the present, and you are contemplating the future?—Yes. (*Mr. Brigg.*) That is the difference.

14,504. Assuming Mr. Dixon's hypothesis to become a fact, would you adopt the contention that he has maintained?—We certainly must have some power if the schools are to be taken over by the county authority, to deal with them in some way, otherwise we should be left without schools, because their schools are in the boroughs, and we should have to begin to make new schools.

14,505. (*To Mr. Dixon.*) Have you anything to say with regard to the work which is carried on at present under the technical instruction committee of the West Riding County Council in the technical institutes in the boroughs?—The details of that work are given in the "Directory" and other papers, and I need only refer you very briefly to the fact that we have a very large mass of work organised in those boroughs as centres, including teachers' centres, and a number of special classes to which we bring up people from all round, and that it is absolutely essential that for these purposes we should use the borough institutions.

WORK OF TECHNICAL INSTRUCTION COMMITTEE IN RURAL DISTRICTS.

14,506. Have you anything to say in the way of comment with regard to what you have done for technical instruction in the purely rural areas, especially, of course, in the north-west of the West Riding?—I do not

know it is necessary to add anything in the way of comment as illustrating Secondary Education.

14,507. Technical instruction is, of course, also a subject of interest to us?—Quite so. I was thinking more of Secondary Education in secondary day schools; but speaking generally, we have only been able to deal with the rural districts in a partial manner. We have established classes here and there as permanencies, but more generally we have established centres for one season, and then shifted the centre for another season, so as to give each of the localities something. Then, again, we have dealt rather liberally with them in the scholarships scheme, because we have not restricted their proportion of the grant under the head of travelling expenses, and they necessarily draw upon us rather more heavily than the town populations do for travelling. (*Mr. Brigg.*) The two points in the north-west are Skipton and Settle, and our object has been (and we have succeeded so far) in making those the centres. We have obtained for the Skipton Grammar School scholarships from surrounding districts; that is really a higher secondary school. Giggleswick school is more of a boarding school; but there, seeing the inconvenience of obtaining good Secondary Education anywhere for the boys in that district, who obtain scholarships, we have for the last two years obtained leave to send our boys there, and they go to that school now with the scholarships that we provide for them, which is the very best education that they can possibly have, and at very reasonable rates. If we did not send them there, we should have to pay their railway fares to another place at some distance, and the schoolmaster there, I am glad to say, says that the boys that we have sent him have been a great credit to the council, and he does not care how many more of the same kind we send to follow.

14,508. (*Dean of Manchester.*) Are they sent as boarders?—No, as day boys; they reside, of course, in the immediate district, and are within the area; we pay their railway fare in and out if they are three or four miles away.

14,509. (*Mr. Lyttelton.*) Are they boys from elementary schools?—Yes.

14,510. And do they fit in quite well with the others?—Yes. They had already in this school, according to the endowment scheme under which they are working, a number of scholarships from the village adjoining, that is from Settle itself; it was a free grammar school, and under the new scheme a certain number of scholars are obliged to be received into the school. So that the idea of having day scholars from the neighbourhood is not a new one entirely; it falls in with the views which they already had.

14,511. (*Chairman.*) Has anything of the same kind been done as regards the Sedbergh school?—No, nothing has been done there. The reason is that we have had no scholars in the immediate neighbourhood asking for admission there.

14,512. It is a more thinly populated district?—Yes.

14,513. And very largely a mountainous district?—Yes.

14,514. Perhaps that is the reason?—Perhaps so.

14,515. (*Dean of Manchester.*) Are there not higher fees also there?—I am not sure.

14,516. (*Chairman.*) And I believe that Sedbergh school is more largely a school of a classical type, whereas at Giggleswick you have what is called a modern department?—Yes, it is more scientific; the one is scientific and the other classical.

14,517. (*Mr. Cockburn to Mr. Dixon.*) Do the boys have any option in choosing the schools, or must they go where the county council direct?—On that point the general regulation laid down is that they should go to the nearest suitable school, and as far as possible we prescribe schools in the respective districts; that is to say, supposing a scholarship is gained in the Wakefield district, we should suggest in our notice of award that

the boy should be sent to Wakefield Grammar School. But if the parents give some very special reason why they prefer another school, and can support what they say, we should listen to their representation, and if necessary send the boy or girl to whatever may appear to be the best school, having regard to the education that they want.

14,518. (*Mr. Lyttelton.*) You give them maintenance scholarships then?—Yes.

14,519. (*Dean of Manchester.*) Have you had many instances (I have a reason for asking this) of parents wishing to exercise their own choice in regard to the school?—Yes, in the aggregate. We have not always thought those reasons good.

14,520. And you judge finally as to whether they are right or wrong?—Yes, that is to say, the committee do.

RELATION OF TECHNICAL TO SECONDARY EDUCATION.

14,521. (*Chairman to Mr. Brigg.*) What do you conceive to be the proper conditions, or the respective limits of secondary and technical education?—It would be difficult for me to formulate them exactly in words, but there should be in each a fixed list of subjects, as there are, I believe, in all the Welsh schools. I have not seen very many, but in those that I have seen, at all events, there is a list of subjects which ought to be taught.

14,522. You are speaking now of Secondary Education?—Yes; we say a course which includes ordinary English, with mathematics, physics, natural sciences, modern languages, Greek, and Latin.

14,523. I am rather asking you with regard to the limits of secondary and technical education, where you think the line ought to be drawn between secondary and technical education?—I would not draw any line at all.

14,524. Have you experienced practical difficulties in drawing a line between secondary and technical education?—I do not think we have tried. On the other hand, if anything, we may rather have stretched the powers of the Act of Parliament in order to include the ordinary education which is given in a school. When we give a scholarship to a boy, we give it nominally of course for technical purposes; but that boy goes to a school where all other things are being taught, and he receives instruction in all other subjects. If we send a boy, for instance, to Giggleswick school we send him there because a few sciences are taught there, and taught very well indeed; but he cannot go for the sciences alone—he must take all the instruction that is given. Consequently, therefore, we cannot help aiding the Secondary Education work. Some of our students, of course, try to make use of us in the way of getting a scholarship and then taking as small an amount of our technical work as they can, and getting a literary degree in another way. We have to watch those points very carefully.

14,525. And yet you do not feel that the money is lost upon those boys, if they are promising boys?—Certainly not.

14,526. Then it would be easier for you to administer your grant, I presume, if there were no restrictions at all, and the grants were given for Secondary Education generally?—Yes.

14,527. Do you suppose that it would meet the general wish of the technical instruction committee if their powers were enlarged in that way?—Yes, I am quite sure it would.

14,528. (*To Mr. Dixon.*) Can you add any illustrations of the difficulty of separating Secondary Education from technical education?—I think that that was the first thing that occurred to the committee and their officers. In attempting to map out a scheme, they had to attempt to define to themselves what was to be technical education, and they had to endeavour to see where they were to draw the line. We got, in the first instance, a number of applications from all sorts of institutions with whom we had placed ourselves in communication, including a number of technical day schools. Side by side we got applications from grammar

schools, and we endeavoured to see where the difference came in between them; and some of the technical day schools gave an education practically identical with the education given in some of the grammar schools. The difference rather came in in their special classes and their evening work; but as regards their day work, what the technical schools claimed to be the technical work, and which they wished to be endowed for, was also carried on in grammar schools. After carefully considering the claims of the two, it was found that, having due regard to the strict wording of the Act, which requires the county council to distribute the funds in proportion to the amount of efficient instruction supplied in schools, if we gave to the secondary technical day schools we could not exclude the grammar schools: therefore, ultimately, a scheme was drawn up, placing them both on the same footing, subject, however, to safeguards for preventing the grammar schools from attempting to give an undue prominence to grant-earning subjects; therefore we limited such schools as to the number of subjects they might claim for. Subject to that difference, the technical day schools and the grammar schools were placed on absolutely the same basis in the first instance.

14,529. (*Mr. Llewellyn Smith.*) Did you take into account the question of endowments?—Not to a large extent. In the first place, of course, the Act does not enable us to do so.

14,530. You mean the Act of 1889?—Yes.

14,531. Surely the Amending Act of 1891 did?—Yes. But I think our real reason was that there were so many other considerations coming in, thus, where there is a big endowment probably there are low fees, and in that shape the benefit of the endowment has been given to the public, and the school is therefore equally in need of our grant with a less highly endowed school. I am only speaking generally.

14,532. So that at the first set off you assumed that the endowment was applied for some useful purpose, and did not make any deduction on account of it?—No, we did not. In certain cases we did point out that a reduction of fees would be necessary if the aid was to continue, because we thought that they were charging too highly, having regard to the endowment and other sources of income.

FINANCIAL RESOURCES FOR FUTURE DEVELOPMENT OF SECONDARY EDUCATION.

14,533. (*Chairman to Mr. Brigg.*) Then assuming that the wish which your technical instruction committee has formed was carried out, and that Secondary Education generally was placed under the control of the local authority, can you indicate to us the way in which you think such a local authority might proceed to improve and develop Secondary Education generally, having regard particularly to the fact that there are not only endowed secondary schools, but also private secondary schools?—I am afraid that in this matter it is almost asking one to go into reasons beyond one's own immediate experience.

14,534. But still your experience has been also that, I believe, of a governor of secondary schools?—Yes, I am a governor of the Giggleswick school, and several other endowed schools. I am confident, so far as my experience goes in this matter, that Secondary Education might be managed on the same lines as the technical instruction of to-day. The difference would be, that we should want further grants—that money would be required from somewhere. It would be a great question whether the South Kensington money would be continued. What they are going to do we do not know, they are moving their ground apparently, and we are called upon to do work at once which we ought not to be called upon to do at present; that is to say, they are giving up a considerable part of their elementary science work, which necessarily throws the elementary part of the work upon us. As the county council, we have to pay for it, and we do it—and also the increased demand that we find on all hands makes us quite certain that more funds must be devoted to the education work.

14,535. You think, in fact, that if Secondary Education were placed in your hands, with your present area, you could not do what is needed for

it with your present grant?—No, we could not, because there would certainly be some districts that would require a very considerable amount of money to be loaned or given to them—loaned, I propose.

14,536. Then from what other quarter do you propose to obtain the requisite funds?—I see that in the Welsh scheme there is a definite grant from the treasury. I suppose every one goes to the treasury when they want money; whether they can get it always, I do not know. That seems to be one distinct source.

14,537. You know that there were deemed to be special circumstances existing in the case of Wales?—Yes. In our case there are the funds that we have, and of course a rate could be laid to the extent of a halfpenny, under a Secondary Education Act, and there are the funds that might be derived from charities. With regard to those charities, I think it is possible that there would be less objection to the charities being dealt with for purposes of this kind than perhaps in any other way; that is to say, that the public generally would accede to a wish for the charities to be devoted to education purposes. At the same time, it would require very careful guarding; there must be no attempt to either impose rates or take away the gifts already being devoted to the poor for paying for the education of better class of people, as it is called. There would be a very strong feeling against that I am sure on behalf of the people generally.

14,538. You would expect that if the interests of the poor were scrupulously reserved there would not be a very great objection to a change in the method of applying the money?—No; and that couples in with a remark which I have not quite made clear, I daresay, that is, that if our work is to be carried on by means of scholarships and exhibitions, these could be given then to elementary schools, and they would go directly, of course, to the benefit of the poor, and would supply to their scholars the advantage of going to secondary schools: that is to say, they would form a constituency for secondary schools which does not now exist, except to a small extent.

14,539. But it is within your knowledge, is it not, that a great many children resort to elementary schools whose parents could not be described as poor?—That is so; and it becomes ever more difficult to define who is a poor man with regard to educational work; but I think the Act might make it quite clear that there is a class of people that would not go to these schools of ours under any consideration, that is to say, they want to go to the public schools. There is a social difference and distinction in attending a first-class day school, so that there are always people who will want to send their boys to a first-class school in every district.

14,540. (*Lady Frederick Cavendish.*) And still more their girls?—No, that is breaking down more in the case of girls, I think, and I am happy to say, more so than in the case of boys.

14,541. (*Chairman.*) Have you any statistics with regard to the amount of dole charities within the administrative area of the West Riding, or of other charities which might be made available in the way you suggest?—Mr. Dixon has a return I believe—at least an approximate one. (*Mr. Dixon.*) We have not very accurate statistics; but I should think that a sum of probably 30,000*l.* a year is available under all heads.

14,542. What heads are you contemplating as those which go to make up the 30,000*l.*?—I am contemplating all those that in the Charity Commissioners' digest are headed "educational" and also doles.

14,543. You are contemplating nothing that is non-educational except doles?—No, not in that figure. I do not say that I would limit myself to that.

14,544. (*Dean of Manchester.*) Are they evenly distributed or otherwise?—Certainly not, they are not evenly distributed.

14,545. (*Chairman.*) Have you a view as to the amount of local feeling or local hostility that would be excited by a proposition to throw them,

so to speak, into a common West Riding melting pot?—We should have to proceed, no doubt, with the very utmost caution if the whole of the funds were transferred to the local authority.

14,546. I suppose you agree with Mr. Brigg in holding that an educational application of them would be much more beneficial to the poor than the present application by way of doles?—Yes. (*Mr. Brigg.*) I must speak gently there, because I am a trustee of 900*l.* to 1,000*l.* applicable for doles.

14,547. (*To Mr. Dixon.*) You are of the same opinion?—Certainly.

14,548. (*To Mr. Brigg.*) Coming back to what you said about rating, has the question of imposing an additional rate for Secondary Education been considered by you and your colleagues?—I cannot say that it has been looked at.

14,549. You have not levied a rate for technical instruction?—No.

14,550. What do you think the feeling of your constituents would be upon the subject of the imposition of a rate for Secondary Education?—I think it would be very difficult at present. I do not think that the public would care for it.

14,551. You think that they would not welcome it?—I do not think so.

14,552. (*Sir Henry Roscoe.*) Would they stand it?—Some of the corporations are already rating themselves for their own purposes; I do not know how many in the Riding.

14,553. May I ask how many of your county boroughs are rating themselves under the Technical Instruction Act?—I do not know. Some of the non-county boroughs are, I know, but I cannot tell you how many. I think Keighley is giving 150*l.* a year.

14,554. (*Chairman.*) Then I may take it as summing up your evidence that your view of the method in which additional funds might be provided in case Secondary Education were given to a local authority, would be, firstly, a possible rate; secondly, funds derived from charities; and, thirdly, the Science and Art Department grants?—Yes.

14,555. Those you would look upon as the three additional sources of income?—Yes.

PRIVATE SCHOOLS.

14,556. Have you any suggestion to make as to what the relation of the local authority administering Secondary Education should be to private schools?—I am afraid that I do not agree with Mr. Dixon on that head—we nearly agree, but I should be very free indeed. If a private school gave an education up to the line that I fixed for it, I do not care where a boy came from; so long as he was qualified to pass the examination let him go. But as a council finding the funds we should want to know that the school was efficient in every respect. And we also have to bear in mind that we must not create unnecessary competition between schools in the same neighbourhood. It would require careful dealing with, but I should be disposed to be very broad in allowing anybody who could teach to teach; and if they gave instruction up to certain lines, that is to say, to pass certain examinations or teach in certain subjects, I would let them have the benefit of the scholarships.

14,557. Are any technical instruction grants now given to scholars in private schools?—Yes, there are.

14,558. To what extent?—We do not give grants, but in the case of scholars from these private schools if they obtain scholarships in certain schools, we pay for the scholarship, and, indirectly of course, we are helping them.

14,559. (*To Mr. Dixon.*) Will you give us your view upon this point?—My view I think would be that, when for special reasons it is to the advantage of the educational authority or the public, to use a private school, there should be power to use it, whether for the purpose of holding scholarships or for the purpose of pupils attending at it, but that aid

should be limited to cases where there was found to be a special reason for it. It is clear that in some cases, the alternative would be, either we must use that school or we must set up what would really be an opposition school of our own: and I am bound to say that I should not like to see us driven absolutely to that alternative. It will be borne in mind also that the definition of what is called a private school is somewhat strict. All the public proprietary schools, for instance, which make a profit for the shareholders, however small, come within the definition of a private school for the purposes of the Technical Instruction Act.

14,560. You would say, would you not, that there were only two different elements which go to the common conception of a private school; the one that it is run for the particular benefit of a particular person or persons, and the other that it is not of a permanent nature; and the second element does not apply to proprietary schools, which in many cases, at any rate, are in the nature of permanent foundations?—Yes.

14,561. Would you draw any distinction between those two classes?—In any Act of Parliament I should put it very widely, as I suggest, so that the county council or educational authority, would have power in a case of absolute need to use either class of schools. I apprehend that if we were dealing with a school simply run by a private person, probably the schoolmaster, we should then put in such conditions as would enable us to provide for efficiency, and, to a large extent, for permanency. It would depend upon the nature of our aid. We might take power in certain contingencies to take over the school; I think that would be a useful power to have, though it might be exercised sparingly. And certainly it should not be a matter of right to private schools to claim aid as non-private schools can do under the Technical Instruction Act.

14,562. What powers would you give the local educational authority for the purpose of setting up a new secondary school where none existed?—They must have as full power as they have under the Technical Instruction Act. I imagine that different local authorities would act in different ways. Judging from the past, our policy in the West Riding would be, as far as possible, to stimulate local people to set up a school of their own, we helping with other interested authorities, if any; and, in some cases, we might of course (though we have not done so) set up our own schools. That power would have to be given no doubt.

14,563. (*To Mr. Brigg.*) What view would you take of the proposal to lay a statutory duty upon the local authority for Secondary Education, to establish a secondary school of a certain rank, where no secondary school reaching that standard already existed?—I see very great difficulty. As I said before, I should make a determined effort, as far as possible, to take some existing school and supplement it by grants in the form of loans, and stimulating, as far as possible, the people in the neighbourhood to subscribe to it. There is always a feeling upon the part of a district that if you get a school there, it is a good thing for the district, and the people subscribe locally with the idea of doing a good thing for the neighbourhood in which the school is situated.

14,564. In other words, you would try and get the local people to establish a local foundation. You are now speaking of what would be a public school, when established?—Certainly. The last thing that we should do would be to establish a school for ourselves.

14,564*a*. And you are sanguine enough to believe that in many cases, at any rate in the West Riding, it would be found possible to get the locality to establish a school, relying upon the aid that you would afterwards give it, and that it would not be necessary therefore for the local authority to pay for the establishment of the school, directly, itself?—I think so. The effect of our having this money to distribute, up to now, has been to stimulate the foundation of schools in outlying districts. For instance, the Skipton Mechanics' Institution have built a new school very much with the object of taking scholars from outside districts: and I

believe that other places have been very much stimulated to increase the efficiency of their school work, in order that they may obtain our scholarships and grants; and I believe that that system would extend. It is no use putting up a school for our purposes where there are no people; it would be too expensive for the boys to go there. You must necessarily consider that a secondary school is for day boys. You cannot set up a secondary school as a boarding school; at least, not at present.

14,565. But how would you provide for children requiring Secondary Education in places where the population was not sufficient to support a day school, where, for instance, the railway facilities were not such as to enable a sufficiently large number of scholars to come by day?—That is one of the things which you could not do; that is all. All we can do is to give them scholarships and let them go away to other places.

14,566. It has been suggested, that it should be the duty of the county educational authority to provide places where suitable boarding schools might be established, and to take those boarding schools under their direct control. What would you say to that?—It would be open to a considerable amount of doubt. The question of the boarding school would depend upon whether you had the hostel system or the boarding system. It would be quite possible to have a very good school, and to have a system of boarding houses in the district, or even to allow people to take in lodgers, that is what it would come to in the case of the lower class of people; there would be certain people in the village who take in lodgers at so much per week, and the funds for that, in all probability, might be provided out of some local charity. For instance, a charity that I am connected with just now makes a considerable grant every year as a maintenance grant (what, I believe, in Scotland you call a bursary), additional to those who obtain scholarships—not exceeding 5*l.* for boys or 10*l.* for girls. 10*l.* is given to girls as they are supposed to dress better, in order that they may appear decent among the better class people with whom they have to mix. The boys get 5*l.* or less, according to circumstances, to compensate the parents for loss of wages during the time that they go to school. I apprehend that help of that kind might be obtained either privately or from the funds of charities in the districts, which would be applicable I think for the purpose.

14,567. (*Dean of Manchester.*) Do not they give more than 5*l.* for maintenance?—Not exceeding 10*l.* to girls and 5*l.* to boys.

14,568. Only 5*l.*?—Yes; but then most of those boys are not in boarding schools; nor are the girls. This is merely a supplement to induce the parents to allow their children to remain longer in school.

14,569. (*Chairman.*) Would you include apprenticeship charities among those charities which might be diverted to purposes of education?—Decidedly. There I speak again with experience on that matter. One of the conditions of the charity that I have to do with is the appointing of apprentices. We find that the apprenticeships are not asked for now; or very rarely indeed—not more than one a year. The old system of apprenticeship is almost entirely extinct.

14,570. (*Dean of Manchester.*) Where is that?—In Keighley. In the iron trade the apprenticeships are few in number and very short indeed (I mean the ordinary indentures, from 14 to 21 years of age) now that they learn one special branch of any subject. There may be boys in a mechanic's shop, but they learn to do one thing—to make a spindle straight, or a piece of iron square, or a wheel of a certain size; they are apprenticed to that, and do nothing else. The whole work of a shop is subdivided in such a way that a very little time suffices for apprenticeship. We do not recognise those as apprenticeships at all; and the others are very rarely asked for.

14,571. (*Chairman to Mr. Dixon.*) On the subject of scholarships you have had very considerable experience in the West Riding of your scholarship system?—That is so.

14,572. Have you any comments to offer upon its working?—I have handed in statistics showing the number of applicants and the number of awards. We have endeavoured to ascertain the view of both headmasters of schools and governing bodies in reference to the action of scholarships generally, and I may say, speaking quite generally and subject to modifications in individual cases, that the headmasters have been very satisfied with the scholarship scheme as a whole. They point out, however, that children coming as old as upwards of 14, as some of our boys and girls are, and a very few over 15, is a distinct objection, and would like them to come younger.

14,573. At what age would they like them to come?—The views are very divergent; but at all events they would like to get them as young as they could, subject to a fair examination test. Unless they are of a certain age, or have a certain development mentally, it is impossible to say whether they are worth giving scholarships to or not; but they would like them, subject to that, as young as they could have them.

14,574. In fact the headmasters feel that their coming younger is an advantage in enabling them to fall better into the scheme at work in the school, but on the other hand the headmasters consider that below a certain age an examination test is of no great value as showing what a boy may turn out?—That is so. They ask also that there should be more scholarships given; and for two reasons: They point out that in order to receive and provide for these boys and girls coming from elementary schools, for the most part they have to make special provision in the school; and they say that it would be much more economical, as regards their resources, if they had to deal with a larger number. Then, again, it is pointed out that the giving of these scholarships withdraws a certain number of fee-paying students; that is to say, that pupils who otherwise would pay, avail themselves of scholarships, and so a certain proportion of fees is lost. We have had statistics given us under that head, as to one grammar school, charging somewhat low fees, and which may be taken as a fair example, which would seem to indicate that one third of the scholarship holders would otherwise have paid fees; that is to say, that if we brought in 100 scholars we would have withdrawn 33 fee-paying students. It does not follow, of course, that the parents of all those scholars could conveniently pay the fees; probably they could not; but still that seems roughly to point to what may be the effect.

14,575. Therefore in that respect what the school gains is not really the total amount of the grant, but the total amount of the grant subject to that deduction?—That is so.

14,576. What remedy, if any, has been suggested for that state of things?—The remedy asked for is an increase of the capitation allowance for scholars.

14,577. Has it not been suggested that there should be some inquiry into the circumstances of the parents of the boys receiving those scholarships, so that the scholarship should only go to those whose parents really required assistance?—I have not had any official communication of that kind.

14,578. Within your knowledge, has that suggestion been made?—I have heard comments privately, indicating that certain of these scholarships holders ought not really to have come in under the scholarship scheme; but I may say in reference to some of the tests, that one very usual one in other schemes is that a certain number of scholarship holders must come from elementary schools. We have not in the West Riding imposed any test of that kind; but in fact every scholarship holder does come from an elementary school. In connexion with the views of headmasters as to the working of this scholarship scheme, and especially with their wish that there should be increased number of scholarships, one point that they lay a great deal of stress upon is the competition which now seems to arise between the higher grade board

schools and the grammar schools; they point out that the effect of the high fees charged by the grammar schools is probably to send to the higher grade schools a number of children who would otherwise come to grammar schools. In order to meet that difficulty, the headmasters of those schools ask that there should be a largely increased number of scholarships, either under the scheme of the county council or some local scheme, in order that the pick of the elementary school boys and girls, and others, may have an opportunity of coming to the grammar schools.

14,579. (*Dean of Manchester.*) That is, that they may come at a younger period?—That I have dealt with under the former head. That is one of the things they ask; they ask that they should come at a younger period, and they ask for a considerably increased number of scholarships, that being one of the reasons for an increase. Again, in the grammar schools, where specially high fees are charged there is greater need for an increased supply of scholarships; and the attention of the county council has been drawn to the fact that under most schemes of the Charity Commissioners, where there is a limit of scholarships, they are in reference to the total number in the schools. That works out quite wrongly in a school charging a very high fee, because the high fees reduces the numbers in the school, and that reduced number at the school has the effect of reducing the number of scholarships; whereas the scholarships should really be in ratio to the population, rather than in ratio to the numbers at the school. These are points which become important in considering any complete and permanent scheme, because obviously every one of them means more endowment in some shape or other.

14,580. Those are points to which your experience in the working of your scheme has led you?—Yes. Then, again, in reference to scholarships, there is an absence of uniformity in scholarships of the county council and scholarships of the county boroughs.

14,581. In what respects do they vary?—We have no opportunity of comparing them effectually. In some cases the difference is not so great as to cause real confusion; but there is no guarantee of uniformity and nothing to ensure it. This requires some provision for superintendence on the part of some central or provincial authority. The result of this confusion is that boys come, under varying schemes, to the same school, at different ages, and with, perhaps, very varying attainments; some without examination, except the admission examination to the schools; some by means of competitive examinations: and all this renders it very difficult for the secondary schools to have an effective machinery. This points to the necessity for a simple plan, which may be introduced for unifying schemes in a given locality. That subject could be amplified if necessary.

14,582. You wish to say something about the supposed interest of elementary schools not to send in competitors as being one of the drawbacks of the present working of the scheme?—We find, as a fact, that though some of the schools send us a number of excellent competitors, others send us none at all.

14,583. Have you found that that has worked, locally, to the disadvantage of your scheme?—Yes. We suggest that the Education Department might, without much difficulty, exercise some little supervision, and see that elementary schools do avail themselves of scholarship schemes.

14,584. How would you suggest that the Education Department should do that?—They might ask their inspectors to report whether a certain school does send competitors, and, if so, with what result; if they do not send them, why not; and, if they all fail, how that is so.

14,585. You take that as one test of the efficiency of a particular school?—I thought that that might be a reason which the Education Department might give for requiring the information. If a school cannot send up any competitors, and cannot win any scholarships, it seems a reason to question its efficiency. And that applies more to girls than to

boys, because they are sent up in much less numbers. That is a mere suggestion; it is not vital of course.

14,586. To what do you attribute the circumstance of the girls coming up in fewer numbers, in your experience?—It is very difficult to say. We can give no absolute reason. I take it that girls may be less ambitious, and they have, perhaps, fewer openings than boys. That is, perhaps, one large reason.

14,587. (*Mrs. Bryant.*) Can you say what the proportion is of girls to boys that compete?—That you have in the printed matter. (*Mr. Brigg.*) We look upon it rather as an injustice to those schools which do not send up scholars—that it is not giving those schools the same opportunities that other schools have.

14,588. (*Dean of Manchester to Mr. Dixon.*) You are of opinion that the scholarship scheme is not as ample as it would be if more funds were available, and if it were in connexion with a complete system of Secondary Education. What have you to say upon that point?—I had proposed under that head to mention the probable heads of increase in a scholarship scheme, under a complete Secondary Education scheme, if such was established.

14,589. I suppose it would be generally admitted that if there were more funds, there would be more scholarships?—Yes; but it has been brought to our notice that increased provision is required under the following heads:—(1.) To provide for a longer period at school, largely owing to the scholars coming earlier—that, of course, assuming an equal number to be admitted, would mean an aggregate greater number than we have now. (2.) It has been suggested and indeed urged that for necessitous and deserving persons there ought to be some additional maintenance allowance; and we call attention to that in special relation to local charities. (3.) The increased demand, owing to more schools being available, and, we think, an extended desire for instruction. (4.) An increased capitation payment in some cases. Then comes the further question whether a scheme of Secondary Education should not provide for leaving scholarships to places of higher education. That has not been provided for under the Welsh Act.

14,590. We have already had considerable evidence upon that matter. I do not think that you need trouble yourself to go further into detail with regard to that?—That brings us to the end of that part of our evidence then.

The witnesses withdrew.

VICE-CHANCELLOR ADOLPHUS WILLIAM WARD, Litt. D., PRINCIPAL GERALD HENRY RENDALL, M.A., PRINCIPAL NATHAN BODINGTON, M.A., called in and examined.

14,591. (*Chairman to Vice-Chancellor Ward.*) You are Principal of the Owens College, Manchester?—Yes.

14,592. And have been so for some years past?—Yes.

14,593. And you were for some time Vice-Chancellor of Victoria University?—Yes, and I am now again.

14,594. (*To Principal Rendall.*) You are Principal of University College, Liverpool?—Yes.

14,595. And have been Vice-Chancellor of the University?—I was Vice-Chancellor for four years, and vacated office in June last.

14,596. (*To Principal Bodington.*) And you are Principal of the Yorkshire College at Leeds?—Yes.

WANT OF ORGANIC CONNEXION BETWEEN SCHOOLS AND OWENS COLLEGE.

14,597. (*To Vice-Chancellor Ward.*) Will you tell us what you conceive to be the points wherein Secondary Education, particularly in the area with which you are most conversant, is deficient?—From the point of view of the colleges no doubt, speaking especially with regard to my own

college, the great defect is a want of organic connexion between the schools and the college; there is no doubt that that is the great thing from which the colleges, and especially my college have suffered. The most obvious want of connexion, is at the point of leaving school and entering into the college. The schools, to put it roughly, do not generally shape their education with a view to taking up the college education at the point at which the school education ceases. That may be roughly said to be the case in Manchester, although you will understand that the remark does not apply with the same force with which it would have applied five or more years ago. The question of course, therefore, in the first place arises, whether anything direct and formal could be done to make that connexion more regular and full; and, in reference to this, everybody has been asked his opinion, I suppose, as to a system of examination which should admit from the school to the college, or from the school to the university, with which the colleges are connected. As to an entrance examination at the colleges, opinions differ on that head, and I, for my part, do not attach much importance to it. I think that there may often be particular classes of students whom it is well to admit without examination, and that it is well not to be so rigid over it. As to a university examination, on the other hand, I think it would be desirable to have an examination for which the schools would work; and, especially since our university is a new university, and the connexion establishing itself with the schools is only a gradual one, what I think educational reformers should aim at, would be to make the various university entrance or matriculation examinations in the principal universities as nearly as possible identical. That was said by Professor Jowett in a paper read at the Oxford Conference, and I think a wiser and more fruitful remark was not made at that Conference than that. Of course the question might still be discussed, whether that examination should be taken at the university, or its colleges, or at the schools. In my belief, the best plan would be to take it at the schools, but I think it would be sometime before that is brought about. So much as to the formal connexion between the university colleges and the schools.

EXAMINATIONS.

14,598. As you have touched upon the examination I would interpose at this point a question I was going to put to you. We have to consider, of course, the question whether a uniform leaving examination from schools, or an examination as nearly as possible uniform, should be recommended or not; do I correctly understand you to mean that you think that on the whole it would be better to attain the desired result by having such an examination at the school, rather than having such an examination at the universities or colleges?—Ultimately; but I think that the diversity of schools is so great that probably, in my opinion, it would be premature to attempt that at once, and the best way would be to approximate and identify, as far as possible, university matriculation examinations.

14,599. You are, of course, aware that it has been suggested as a difficulty in the way of a university matriculation examination, that it might exclude students whose imperfect education would not enable them to pass it, but who, at the same time, might have great promise of future eminence. Would you attach any weight to that?—It would not in our case exclude them from the colleges where they might be learning and attending classes; it would exclude them from the university. It is for that reason that I deprecate a college examination.

14,600. You know that that difficulty was long felt in Scotland?—Yes.

14,601. (*To Principal Rendall.*) Will you give us your opinion on the subject of entrance examinations, particularly entrance examinations *versus* what is called commonly a leaving or *abiturienten* examination?—The right solution of that question would seem to me to be, if possible, to establish a natural bond of unity between the schools and the colleges acting as colleges in the university; that is to say, to have the leaving examination of schools organised by the universities, and, if possible, by the joint action of the universities. I suppose that that could only be secured through some higher department, either a permanent statutory

commission, or a higher department of State; but this would seem to me to be the thing to aim at—to have a school leaving examination that might probably be identified with the earliest preliminary examination at the university; something of the character of the Victoria Preliminary or the London Matriculation examination. There is a model for that in the Melbourne University. The one thing that connected the university there with the schools in the country, was, that the school leaving examination was conducted by the university, and was made partly a school leaving examination of the *abiturienten* form, partly the preliminary examination of the university itself, and partly an avenue to what one may call the learned professions, including in them, not only the Church, the teaching profession, and the law, but also such professions as chartered accountants, the solicitors' preliminary examination, possibly architects, and the like, who are all now establishing their own entrance examination, and for which I think a well organised preliminary examination with proper alternatives might be used. Some professions would naturally attach weight to the language side, say, and others to the science side, and there would have to be considerable selection in that respect; but with a school leaving and university preliminary examination made one, with the choice of from eight to ten subjects, I believe that such an examination might become a unified one for the whole country, alike for Secondary Education and for admission to the universities.

14,602. With the advantage, I suppose you would add, of relieving boys from the irksomeness of passing several examinations?—Yes, and of giving a much more intelligible and recognisable standard. At present the public in general are in complete confusion between junior locals and senior locals and higher locals, conducted on different lines by the two universities, Oxford and Cambridge, and others again by the joint Oxford and Cambridge board examination; these become unintelligible and complex; but I think that if some permanent State body could bring the universities into, not identical lines, but parallel and analogous lines, of a school leaving examination, we should get a reasonable unity, and a tolerably intelligible one for Secondary Education. And I think that in some parts, at any rate as regards our own university, there would not be a great difficulty in creating a territorial area. It would not do to interfere, perhaps, with existing examinations that are adopted and patronised, as it were, by different schools; but I think that newly organised schools, and many indeed of the existing schools, would quite naturally accept the direction and drift of the curriculum of the Victoria University. They would not accept a college examination; you would at once come to local jealousies and susceptibilities. It would not do for University College, Liverpool, for instance, to be examining Liverpool schools, nor, I imagine, for Owens College to be examining Manchester schools, or the like; but I think that if the examination were organised and carried out by the university, it would be quite natural that Lancashire, Cheshire, and Yorkshire, and perhaps, too, the schools of Cumberland and Westmoreland, should look to Victoria University for their leaving examination as the natural goal for all their boys or girls to work up to.

14,603. Then speaking generally, you agree with Vice-Chancellor Ward's views that the school examination, that is the examination of boys on their leaving school, is rather the thing to be looked forward to in preference to endeavouring to attain a similar end by means of the entrance examination to the universities and colleges?—Certainly. For the colleges such an entrance examination would not do. We have to deal with such mixed elements. We have to deal with adults, persons coming from 20 to 30 years of age, and persons coming to be taught a single language, say, Italian; we have even students up to 40; it is not uncommon that clergymen or ministers come and take a philosophy or logic course. An entrance examination would be out of the question for all of those.

14,604. This examination would not necessarily be applied to every person coming to attend lectures, but only to persons proposing to go

through the regular curriculum?—That is quite true; and that is why I should not like it to be a college examination. I think it might well and properly be applied to full university students. I think that a university could do that by its own authority, and that no one should be admitted to the university body who had not passed a qualifying test. I would make it a *sine qua non* of admission to the university curriculum, leaving the colleges to deal with their own more or less irregular or extraneous curricula. And in certain departments, such as engineering, for instance, and every specialised department, the college would naturally institute its own entrance examination, quite distinct from the one that I have in mind as affecting universities and secondary schools.

14,605. That would be in order to secure that the energies of the professor were not wasted upon persons who were not up to the level of his teaching?—Exactly.

14,606. (*Dr. Fairbairn.*) Would it not involve also the college becoming very largely a kind of preparatory school to the university?—The colleges carrying out the teaching work of the university, and the university does nothing but examine, just as the Oxford and Cambridge Universities examine.

14,607. That is perfectly true, but a great many men are admitted to the colleges without examination?—Yes.

14,608. And a number who are not fit to pass the matriculation examination might acquire such fitness at the hands of the colleges?—Yes.

14,609. Would they not therefore tend in a greater degree than at present to become preparatory to this matriculation examination?—I do not think much more so than at present. At present we allow the admission of schoolboys to our preliminary examination, which stands very much on the same footing as the London Matriculation; I should think that the numbers from the schools are not very far from equal to those from the colleges; and, of course, at present we regard the preliminary as the end of the first year's course for ordinary students; in fact, it takes very much the place of the Little Go at Cambridge, which can be taken at entrance in October, and is largely so taken by honours students, whereas by ordinary students it is commonly taken at the end of the first year. So that it fulfils both functions, being partly an admission or entrance examination for honours students and partly the first year's examination for ordinary students.

14,610. (*Chairman to Principal Bodington.*) Will you be kind enough to give us your view upon this question, as to whether the examinations ought to be conducted at the school, or whether the same object can be attained by entrance examinations at the colleges and universities?—On the whole, I should be in agreement with my colleagues in preferring to see the examination a leaving examination from the school; and I think that it would tend to bring us into closer relation with the schools, because it would remove a certain susceptibility which the schools have entertained, arising out of the fact that they do feel that to a certain extent we are doing their work, not to a very large extent, and I think very distinctly to a decreasing extent. I think that I should hardly speak so strongly as Principal Rendall has done, with regard to the preliminary examination being generally taken at the end of the first year. I think among the students who have just been admitted to the Yorkshire College, a considerable number of those who are not honours students, have prepared for the preliminary examination at school. I have a list before me here, and I should think that considerably more than half even of the students reading for the ordinary degree, have taken the preliminary examination at the close of their school course, and prior to entering into the college. But still, as Principal Rendall has said, there are a good many others who take it at the end of the first year. I think that the schoolmasters do, to a certain extent, feel, in so far as that is being done, we are, to a certain

extent, doing work which they should do, and that objection would be removed if the examination were made a leaving examination from school. Then again, the organisation of leaving examinations would very greatly relieve the schoolmasters who are very much perplexed at present among the multitude of examinations. One of the difficulties of bringing the schools into relation with the colleges has been that the set books differ at different universities, and schoolmasters frequently tell me that they find a difficulty in preparing boys for our examination owing to the need involved for reading special books. And I think that I tend a little more decidedly than my colleagues to view with favour an entrance examination to the college as well as an entrance examination to the university. I think that the difficulty which Principal Rendall has spoken of, namely, that we have persons of mature years, might be got over by limiting such an entrance examination to persons under 19 years of age; and again, by recognising the class of students who come for a single course, as distinct from those who enter for the complete course of study. But I do feel that although perhaps the time has not yet arrived, I should be inclined to look forward to an entrance examination to the college which should have the effect of cutting off a certain number of immature students whom it is to a certain extent troublesome to us to teach, and who I think are not quite doing proper college work. At the same time it would have to be introduced very gradually and cautiously. In the case of technical departments difficulty would arise, because there are students who have been away from school for a year or two at engineering works and the like, and unless the entrance examination were very cautiously imposed indeed, it would tend to discourage that class of student from entering at all; he would be satisfied with his works experience, or his experience in whatever technical pursuit he had been undertaking; therefore, I feel that it is a subject which ought to be approached with great caution. But certainly so, far as university students are concerned, I should prefer to see a leaving examination from school to a mere entrance examination at college. (*Vice-Chancellor Ward.*) I should like to supplement what my colleagues have said, by pointing out that these colleges, at all events Owens College, have not quite accomplished their transformation into university colleges, but that transformation is going on with rapid strides, which is illustrated by the fact that last year I find, out of 965 students of Owens College 660 were university students. Of course the tendency of everything is to make the number of non-university students smaller and smaller; so that the question of the treatment of college students, not university students, would affect a minority and that of a special kind, in future.

14,611. Is not the tendency always for those who come for the regular college course to be the larger proportion?—Undoubtedly.

1,4612. (*To Principal Bodington.*) There is one point on which I should like to have your opinion. Should you conceive that the leaving examination from school ought to be an examination of a fixed nature in which certain subjects, and the attainment of a certain standard in each subject, should be compulsory, or would you have it constructed as, I think, the Scottish leaving examination is constructed, upon the principle of allowing a boy to be presented in any one of a certain large number of subjects, and to take more or fewer of those subjects as he chooses?—I think that there should be a reasonable amount of elasticity. Certainly one would wish to see one or two compulsory subjects, mathematics, for instance, and English; but over and above that I hope that the options would be very considerable—options both in languages and also in science.

14,613. Still you would have certain subjects fixed elements of the examination?—Yes.

14,614. In spite of the difficulty that a boy might be perfectly competent to pass highly in a number of the subjects, and yet might be naturally ill-qualified, or from the accident of his education might find it difficult, to attain a certain standard in some other subjects. Take for

instance, the subject of mathematics, which is a subject for which some persons are naturally almost disqualified?—The standard would necessarily not be a very high one, but I think it would be absolutely essential to require a certain standard of knowledge in mathematics.

14,615. And you think it essential to require that certain subjects should always be passed in this examination in order to entitle the student to enter at all?—Yes; English and mathematics would, I think, be the two subjects.

14,616. (*To Principal Rendall.*) What is your opinion on this matter?—I certainly should be in favour of an elastic system of options. No doubt the regulations of the London and Victoria Universities must be familiar to most members of the Commission. I think, certainly, that it is far better to give the freer option of the Victoria University than the much more restricted option of the London University. Certainly in the London Matriculation, where nearly all the subjects are prescribed, one often finds that good students spend almost the whole of their time on their weakest subject, which, I think, is educationally disadvantageous; but I think that with a reasonable amount of options, such as three or four languages and three or four science subjects, I should agree with compulsion in the field of English and mathematics. I am not so certain about mathematics, though I have to compromise my faith in options in obedience to the general assumption that mathematics are essential for everyone. We have retained compulsion there, and I think it works up to the preliminary stage fairly satisfactorily, but apart from that I should be most strongly in favour of giving free options.

14,617. (*To Vice-Chancellor Ward.*) Do you hold the same view?—I entirely agree with my colleagues. I should insist on English and on mathematics. I would not insist on mathematics if there were anything that could fairly be put as an option to it, but I should not, at so early an age, give logic as an option, which is the only suitable one; and inasmuch as that cannot be given, I would insist on that indolence of mind, which is really the only obstacle to the amount of mathematics in question, being overcome in every case.

14,618. (*To Principal Rendall.*) I put this question to you because it is an interesting feature of the Scotch school leaving examination system that a boy may pass in any one subject quite apart from his passing in any other, and I understand that to be founded in Scotland on the principle that it is open to the other authorities which receive the examination as a qualification for entrance to their courses, or as dispensing with any of their examinations, to require that certain subjects shall have been among the subjects that the boy passes at school; but I understand your view to be, on the whole, that the system of making some subjects essential, is preferable to the Scottish system?—I should quite assent to the general principle of the Scottish system, provided that one or two compulsory subjects are retained; otherwise it is useful to indicate what subjects have been passed, and to leave free play about the rest. In Melbourne the Government require four subjects to be passed for the Civil Service, whilst the university requires six. Medicine with us requires five, including always Latin and mechanics. It seems to me an admirably elastic system to give a statement of what subjects were passed, and to allow the different professions in their different curricula to insist upon what they regard as indispensable requirements.

STATE EXAMINATION.

14,619. (*To Vice-Chancellor Ward.*) Supposing a system of examining schools, or scholars leaving school, to be established, do you conceive that it would be better to do it on one uniform plan over the whole country, by means of a State authority, or that it would be better to leave it to the local authorities in the different areas of the country, letting the local authority of each area settle its plan in its own way; or on the other hand, would you think that it should be neither local nor State, but thrown into the hands of the universities altogether, and that the several English Universities should make such arrangements as they thought fit. Those are three alternative plans that have been

suggested, and I should like to have your views with regard to them?—My view is that which I have already endeavoured to indicate, namely, that at present, as a first step, the universities should make their preliminary or matriculation examinations as like as possible. I quite agree with my colleagues, that it is substantial rather than actual identity that you want in the first instance, and that even this step must be preceded by conference and consultation. But ultimately I should certainly look forward to a well organised uniform examination (understanding uniformity in the sense that many options would be allowed) of schools imposed by the State on a given plan.

14,620. Then you would give that to the State?—Yes, ultimately.

14,621. (*To Principal Rendall.*) Do you agree with Vice-Chancellor Ward?—I have not faced it fairly. It means the creation of a State machinery, and I cannot foresee what that would be. My sympathies at present are with the view that the examinations should be carried out by the universities, but I think it would be advantageous that the lines of the examinations should be, if not prescribed, certainly approved by some central State organisation, consisting possibly of a Minister in Parliament, or of a permanent statutory commission controlling Secondary Education. But I would far rather see them acting for all the executive work through the universities, than appointing a number of inspectors and examiners of their own. I think that that would tend to detach the schools from the universities and the universities from the schools, and make them each look to a separate centre instead of being welded naturally together by the relation in which the State Department would stand to both.

14,622. (*To Principal Bodington.*) Do you agree with your colleagues in this matter?—I should have thought that some agreement might be arrived at among the universities whereby you might have some common council for the universities, and that the universities themselves, without the intervention of the State, might direct and carry on such an examination.

14,623. Carrying it on in a voluntary form, and offering it to those schools which chose to avail themselves of it?—If a leaving examination were imposed as part of the condition of entrance to the universities, of course to that extent it would be compulsory.

14,624. That would be within the power of the universities, of course; but we are rather contemplating an examination which should have legislative importance in two ways: in the first place, that it should entitle the schools which came under it to certain privileges, either in the way of public grants, or as making it lawful for public scholarships to be held at them; and, in the second place, it should be recognised by the Civil Service Commissioners, or the examining authorities of the professions, as dispensing those who had passed that examination from passing the whole or part of their examinations. You see that in that respect the system, in the form proposed to us, would not be a purely voluntary one, such as, I think, your answer contemplates?—Then I should hope that the State would act through the universities.

14,625. Would not your object be very largely attained—(the object, I understand, that you all agree in valuing)—by the fact that the persons who would conduct the examinations would naturally largely be themselves, either recent graduates of a university or persons actually engaged in the work of teaching there?—No doubt that would be the case, but I should value something of a more direct relation between the schools and the universities. It seems to me of great importance to bring the schools into very close contact and touch with the universities. I think that that has been largely the value of the leaving examinations, voluntary though they are in character, that they have been brought into actual contact with the university committee or syndicate, or whatever it might be, and I should hope that that still might be the case if a leaving examination were conducted.

14,626. (*To Vice-Chancellor Ward.*) Have you any further opinion to offer on this point?—No.

14,627. (*To Principal Rendall.*) Have you anything to add in respect to it?—I was going to add in the same direction as Principal Bodington, that what weighed with me in the judgment that I gave was partly the fact that a State examination would mean displacing or supplanting a large amount of existing created university action which I feel is very healthy on both sides. I think that for the schools and the universities it is equally important; for this reason, that really the school examination work in various forms is the one direct contact between the universities and the schools. It helps to keep them sensible and rational, and to act in close accord with one another; and to do away with all that would be, I think, a very serious loss to both. And I cannot think that it would be possible to make it compulsory throughout the country. That would be bringing in a new State examination into a selected number of secondary schools, whilst many of those who had existing ties of school examination with Oxford and Cambridge would, I think, decline or accept reluctantly the substitution of another examination with which they are unfamiliar.

14,628. I do not think that anyone has suggested that such an examination should be made compulsory upon schools, but only that certain legal advantages should be attached to it?—You would be making one more examination which had a pecuniary advantage attaching to it.

14,629. Then will you please tell me what you think ought to be done. I gather from your answer now that you would rather not have a new State examination instituted?—I say that I would much rather have the examination conducted through the universities.

14,630. What would be the relation of such an examination by the universities to the State?—That the State would accept their action, and approve their particular schemes of leaving examination. In effect the forms of examination I imagine would approximate very closely. I think it would be easy for the State to unify the university examinations. (*Vice-Chancellor Ward.*) I think we all agree that we should regret the State intervening at present. The universities have not arrived at a uniformity sufficient for such a State examination to succeed at present.

14,631. (*Dean of Manchester.*) Would not that be especially so in the case of the old universities in relation to the new?—No doubt. The difficulty is to induce schoolmasters to accept the examination of the younger universities as against that of the older universities, and for that very reason conference and consultation are necessary. (*Principal Rendall.*) The schools about us are usually in the habit of taking the Junior Local at an early stage and then the Senior Local for their higher scholars. A few of the schools, but comparatively few, in the Liverpool area, take the examination that you were referring to of the conjoint Oxford and Cambridge Board. Our own Victoria University examination does not correspond exactly to either of those; it is like the London Matriculation examination, which boys at school can enter for; and which they do enter for very freely; so that our school leaving examination is really an examination that passes the preliminary examination of our own university, and is the leaving examination for the boys at the schools, much in the same way as the results of the conjoint Oxford and Cambridge Board examination, if certain passes are obtained, suffice to excuse from the Little Go. (*Principal Bodington.*) If I may add a word upon the subject, I am not quite sure that Principal Rendall is referring to what is in my mind in what I am going to say. We, I think, have made possibly a little more use (I am not sure) than the other two colleges, of the examination scheme of the Victoria University. We examined, I see, this summer, the following schools—when I say "we" I mean that members of the college were required by the university to undertake the work: the grammar school for boys at Bingley and a similar school for girls, the Wheelwright Schools at Dewsbury, and the Pocklington Grammar School—all schools of some importance. And the machinery is this: the

school generally puts itself into communication with me; the matter is then brought before the university authorities, and the university authorities appoint examiners; the examiners go down and examine the schools just as the examiners from Oxford and Cambridge do; but there is no certificate given on that examination which will excuse from the preliminary examination of the university.

REPRESENTATION OF UNIVERSITY COLLEGES ON LOCAL AUTHORITIES OR GOVERNING BODIES.

14,632. (*Chairman to Vice-Chancellor Ward.*) There is one other point in connexion with the relation of the universities and colleges to schools which deserves to be mentioned; that is to say, the question of the representation either of the universities or of the colleges upon local authorities, as well as of the governing bodies of institutions which lie within the area from which students come to the university; have you any suggestion to offer on that point?—No, except that we look with the greatest satisfaction upon such appointments; and I may say that in Manchester the system of making such appointments has worked exceedingly well. I have found the greatest advantage myself from being a governor of the Grammar School, the Hulme Grammar School and other institutions, and we value the presence of the high master of the grammar school on our university council very much: all this has worked exceedingly well, and I can only hope that it will be developed.

14,633. I suppose that, where such a system exists, it tends to work so that the college is represented and not the university?—Sometimes the university and sometimes the college, according to the schemes of the various institutions.

14,634. (*To Principal Rendall.*) Have you in Liverpool had any experience in the same direction?—I should say the same as the Vice-Chancellor has done, namely, that the court of governors of our own college is very highly representative, and that among the *ex-officio* members there are the headmasters of the largest public schools in Liverpool.

14,635. That was not quite the point of my question. It was as to the representation of the college upon the local authorities or governing bodies which should have to deal with Secondary Education; I mean the representation of the college, as a college, upon these other bodies?—With regard to that, I was just going to add, in the same way as the Vice-Chancellor has done, that there is not often an official connexion, but there is a practical connexion which constanly places the principal of the college either *ex-officio*, or directly and personally, upon the governing bodies of the schools in the district. I am on the governing bodies of more than one leading school in Liverpool, and our college is represented on many of the local schemes, very often through the Charity Commissioners' scheme. It is sometimes the college, as Principal Ward has said, and sometimes the university that makes the nomination; both are quite common, and both are valuable.

14,636. (*Dr. Fairbairn.*) Is it a matter of the locality?—It is a matter mainly of the locality of the schools that are near Liverpool, not necessarily in Lancashire; but I might instance the Calday Grange Grammar School, which is in Cheshire, but practically close to Liverpool, being near to Birkenhead. It is nearly always a matter of locality that suggests nomination by the college.

14,637. (*To Principal Bodington.*) How is that in Yorkshire?—I think that in our experience there has been the greatest possible benefit from the introduction of the college by the Charity Commission into various schemes as one of the nominating bodies. I think that the Yorkshire College is represented on the governing bodies of about six schools. I myself am on the governing body of two schools at Dewsbury and the grammar school at Beverley, and various professors of the college are on four other schools. Of course, unofficially, we are on the governing bodies of one or more at Leeds, such as the girls' grammar school. It seems to me that there is no more desirable link between the college and the school than through the medium of such representation. (*Vice-Chancellor Ward.*) Did I correctly understand the honourable Chairman

to ask with special reference to the appointment of the representative of the college or university on technical education committees?

14,638. (*Chairman.*) I meant to include those?—I should then like to say in addition that the corporation of Manchester appoints on its various committees certain outsiders who are not members of the corporation, and on the technical instruction committee it has taken the very proper, and I think, useful step of appointing one or two outsiders directly connected with the college, a member of the council and myself.

14,639. They are appointed in point of fact in respect of their connexion with the college; but on the other hand the college is not asked *quâ* college to name them, it is the act of the committee itself?—They appointed a member of the council and myself, by their own motion.

14,640. (*Dean of Manchester.*) They adopted you, in fact?—Yes.

14,641. (*Chairman to Principal Rendall.*) What is your experience in Liverpool in this matter?—In the case of the technical instruction committee in Liverpool, the college was invited to name a representative, and so too were other bodies, the secondary schools, the council of education, the elementary school managers, and so on. There are five different bodies who were invited by the council to name, and did name, representatives.

14,642. Whereupon they were co-opted?—Yes, by nomination.

14,643. (*Principal Bodington.*) And what has been your experience?—That has not been so in the case of Yorkshire; the city council of Leeds has no external representatives on its technical instruction committee.

14,644. Nor the West Riding County Council?—The technical instruction committee of the West Riding has, I think, co-opted members, but not from the college.

Overlapping of University Colleges and Schools.

14,645. (*To Vice-Chancellor Ward.*) You are aware that it has been suggested that at one time, at any rate, there was a certain amount of overlapping between work done by Owens College and the work done by other technical or scientific educational institutions in Manchester. How far could that be said to be the case even to-day?—I think that even to-day there is overlapping between the different educational institutions to a certain extent, and I think it would be found that there is some overlapping between certain institutions of the present, or institutions which are in course of being called into being, and the college. That is a point which, not from the view of the college in particular, but from the view of education in Manchester in general, has struck several of those interested in education in Manchester; and after a great deal of conference the Dean of Manchester, the high-master of the grammar school, and others, succeeded in inducing the technical instruction committee to name a consultative body to discuss this very question of overlapping; or rather, it was called a committee on co-ordination, of which it is of course the converse term. That committee is at present sitting, and it has gone so far as to draw up for its own use a conspectus of the Manchester educational institutions and their work, which shows at a glance where such overlapping may be suspected, and where it actually takes place. That is at present a private document, but it cannot long be so, and I should think that it would be of great value as a supplement to whatever evidence may be given on the subject.

14,646. Will you be good enough to let us have it?—With the greatest pleasure, as soon as I am able to do so. The overlapping as between the college (which was the question you asked me) and other institutions would consist partly in the overlapping between the college and the grammar school. I do not think there is much fear of that being seriously regarded now; it was more so in the past. There is also considerable apprehension of overlapping between the technical school, which is now being called into being, and Owens' College; and I think it is one of the gravest educational questions with regard to technical instruction, particularly in Manchester, and it will be for the future, whether that overlapping

may be avoided, or whether it is to be allowed to become a fact. I myself cannot but hope that a stricter definition of technical education will shortly be attempted, which might make it impossible for mistakes to be committed, such as are likely to be committed, if two different persons or authorities have a different view of what technical education is. If no distinction is made, for instance, between a *Gewerbschule* and a *Polytechnicum*, which is a perfectly patent distinction to everybody familiar with the subject, but is by no means observed in creating technical schools. I am not criticising the programme of technical schools, but I am pointing out that that is one of the cases or points in which overlapping may take place, and where it should, if possible, be avoided. I do not know that there is any other method that I can suggest by which to avoid it, except by open conference, such as at Manchester we are trying to institute, between different bodies, and letting those conferences be as far as possible in public, so that the public may know where work is being duplicated, and especially where work is being duplicated at the expense of the public, or where work is being done over again that has already been provided for.

14,647. If, for instance, a very costly institution for higher technical instruction, with a complete set of apparatus, with laboratories and so on, and a staff of professors were going to be established in Manchester, a great deal of whose work would practically be the same kind of work that is now being done in the laboratory and by the scientific apparatus and staff of Owens College?—That is my deliberate opinion.

14,648. You feel that there would be a considerable waste involved in that?—That is so. Of course it is always possible that under certain circumstances, by the appointment of a particularly efficient teacher, work might be done better at one institution than at another; but that is not so much the question.

14,649. How would you propose, then, to avoid the danger of this waste of funds in the duplication of institutions?—I should like the range of instruction, the area of operations of a technical school, limited to its proper purposes.

14,650. Would you not think that an alteration in the composition of the local authority might make some difference in the matter—I mean in the local authority charged with the supervision of Secondary Education?—Very possibly.

14,651. Some organic correlation, let us say, between Owens College and the local authority?—If some such institution, as we have attempted for purely temporary purposes, could exist with powers, it might make a great difference, I think.

14,652. Will you indicate the kind of definition that you think might remove this difficulty, or at least abate it?—It is a very difficult question for me to attempt to answer, but my view is that there is a difference between the instruction of the *polytechnicum* and the instruction of the technical school, or *Gewerbschule;* that the one is intended to train the skilled artisan and craftsman, while the other is intended to instil the principles of the sciences, and to take into its instruction those who will be masters of industrial operations, or will take a leading part in their management. Such a distinction ought to be drawn between the training of the special craftsman or artisan, and the training of the man engaged in industrial operations, who has had a higher scientific training as well.

14,653. Putting it in a somewhat broad and loose way, the one would take the theoretically scientific side of the work, and the other would take the practical and applied side of the work?—Just so. At the same time I shall not be understood, of course, to imply that there would not be a certain amount of overlapping in instruction between the two remaining; that speaks for itself.

14,654. (*To Principal Rendall.*) Have you had any similar experience in Liverpool?—I think that in Liverpool we stand in a somewhat different

position. Some overlapping is inevitable; but one must distinguish between overlapping in respect of subjects and overlapping in respect of age. Very often when subjects might be said to overlap, there is no real overlapping of work, because they are taught to students partly of different status, and still more of different age. If, for instance, we take the relation of our university college to the secondary schools, at the local secondary schools there are comparatively few who continue there over 16 or 17. I have been looking at the ages of our students, and I find that, though we do admit nominally under 16, we have now one student who was within two or three months of 16 on joining; from 16 to 17 we have 26; and then comes the age at which our members are largest, that is to say, from 17 to 18 we have 39; from 18 to 19 we have 47; and from 19 to 20 we have 37. So that a great deal of overlapping as between schools and colleges, in fact almost all that is mischievous, is, I think, prevented by the age discrimination. Then we come to what, of course, is the critical question in many centres—that of technical education. At Liverpool there is no overlapping of any serious or mischievous kind, for the simple reason that we have no large technical schools; there is no higher technology in Liverpool except at the University College. That is supported upon this particular side—I mean in chemistry, in physics, in electro-technics, and in engineering—by grants from the technical instruction committee, and is really the only day-class organisation for thorough laboratory instruction in the technological subjects. When one comes to the evening, there is a great deal of lower technical work, if one may so describe it, through the form of evening classes. As regards ordinary science and art classes, the industrial classes for working men and apprentices of a somewhat higher age than the ordinary science and art classes, and the specialised instruction given at the college, the discrimination is chiefly by specialisation of the subjects; the evening classes take what one may roughly call South Kensington work, that is, elementary technical work, and the college takes, what there is not a very great deal of, specialised work either for chemists or engineers. The college does very little besides that in the evening science classes. So that really at Liverpool, mainly by the action of the technical instruction committee, any damaging overlapping has been quite excluded, and I think it might always be excluded if there were a technical instruction committee anxious to avoid it, and aiming at that end in its administration of grants. In the daytime, for a centre like Liverpool, which is not largely technical, and where there is not probably room for great technical developments (I mean technical as distinguished from commercial—we are primarily a commercial centre), I think that the natural gradation would be, from the science side; first the primary school, then the organised science school which the technical instruction committee supports to some extent with grants, then a passage to the University College. Or you might have a secondary school substituted for the organised science school, attended by boys and girls joining the secondary school at an earlier stage, taking their science at the secondary school, and, when ripe to specialise, at the age of 16 or later, proceeding to the University College performing its natural function as a polytechnicum. In that way at Liverpool, I think, there would be no great difficulty in preventing overlapping and keeping the spheres distinct.

14,655. (*To Principal Bodington.*) What is your experience on this subject?—I think that there is very little overlapping in Leeds, whether from a paucity of institutions or not I cannot say. With regard to any possible overlapping between the schools and the University College, my experience is very much the same as that of Principal Rendall. We do nominally admit students under 16 years of age, but we have only five; we have only 24 between 16 and 17, and all the rest of our students are over 17 years of age. So that there is very little overlapping indeed there. We have no day institution in Leeds which is undertaking technical work at all in competition with that of the college. The school of science does evening work, and receives from the technical instruction committee a grant, which for the current year is, I think, a little larger than the

grant which the technical instruction committee make to the college. The technical instruction committee have not, I think, troubled themselves at all with the correlation of the work which is done in the different institutions, but by tradition the work which is done in the School of Science is mainly South Kensington work, and the work which is done in the college in its evening classes is work of a higher character. Very often in the engineering department, students who have been day students, and been through all the classes, continue in attendance. We do not give any practical instruction in chemistry in the evening, as we do not find that there is a demand for the highest chemical instruction on the part of evening students, and the more elementary chemical teaching is done satisfactorily in the schools of science. I may say, therefore, that all along the line, as the matter stands at present, we are in Leeds, I believe, singularly free from any competition among institutions to do the same work, with few and slight exceptions which I need hardly refer to.

14,656. And you do not feel that as regards the schools of Leeds, there is any serious overlapping between them and yourselves?—Not serious. For instance, I have mentioned in my précis a trifling fact, which is, that in the girls' high school in Leeds, the girls are kept on in special classes from the age of 17 to 20, which is work, I think, that might be done at the college. I rather refer to that (it is a trifling matter) partly as an apology for the rather small number of girls in attendance at the Yorkshire College, as compared with University College, Liverpool, and some others. The girls' high school at Leeds is an institution which perhaps a little sets the tone, and I think that by the institution of classes for by-students there has been a little rivalry set up in work which, as it seems to me, would, from the point of view of the students, be better done in the college, but is done in the girls' high school. That affects no large number; there are, I think, a dozen students. At the same time it appears to me that, they are just the kind of young ladies who would benefit by the rather larger and freer life of a college, and possibly also, one might say, from the more expert instruction that is given by those who are devoting their life to research, and higher training. That is, however, a mere matter of opinion.

14,657. (*Lady Frederick Cavendish.*) Does that remark apply to other secondary schools for girls; do they also a little overlap you?—I do not know that. I know of no other. I think it is rather a special feature of the girls' high school. I never heard of it being done anywhere else. I think there are special reasons for it, partly financial. (*Vice-Chancellor Ward.*) I think that the same would apply to the girls' high school, Manchester, to a certain extent, but not injuriously.

14,658. (*Chairman.*) Is there any other point on which any of you would like to dwell, as illustrating the relation between your respective colleges and secondary, or technical schools. We have examined into a certain number of points on which your memoranda appear to touch, but there may be others which occur to you that have not been put to you?—I should just like to supplement what my colleagues have said with regard to ages. Our experience is much the same, and the figures are useful to remove a misapprehension. At Owens College, Manchester, we have only 41 students at 16 years of age, and 923 upwards of that age, and in the arts department only there were 470 over 18 years, and 304 over 20 years. The only other point that I should like to touch upon is the fact, which is very well recognised in the localities, but I am not so sure whether it is so completely recognised throughout the country, namely, that the university colleges aim at providing a higher literary, as well as the higher scientific, examination. It is a misapprehension which I do not think prevails in our own district, but which I have found to exist in other parts of the country, that the main object of the university colleges is to provide and impart a higher scientific and technical education. That is against the fundamental conception of the university colleges, and of the university to which these three

colleges belong, which are intended to teach the subjects usually taught in universities on the arts side (to take the ordinary distinction) as well as on the science side. That has been the aim at Owens College, Manchester, ever since the institution of the college, and has continued such since the college was founded. I went over this morning the list of the associates of the college, that is to say, students who have attained a permanent connexion with the college by having graduated in the different universities of the country, and I find, that, exclusive of the medical and law students, the number of those who have taken the arts degree (I mean in London University or Victoria University), because the arts degree of Oxford or Cambridge includes both branches, is still very considerably larger than that of those who have taken the science degree. I am only taking the opportunity of trying to remove a misapprehension, which, I believe, one is accustomed to find stronger the further one finds oneself removed from the area of these colleges. I believe that the principal of the University College, Liverpool, has entered more fully into that matter, but we are quite at one, and I am sure that the principal of the Yorkshire College also is at one with us on that point,—which we do not think it useless to insist upon.

14,659. (*To Principal Rendall.*) Is there any other point which you would like to mention bearing on the subject of the relation of the colleges to Secondary Education?—I should like to emphasise the point which Vice-Chancellor Ward has touched upon, and I have prepared a few tables of figures that may help to bring it home to the members of the Commission—I mean the strength and importance of the arts side in the Victoria University. I have tabulated the figures of the professional and teaching equipment; and I find at our college, on the arts side eight professors, on the science side six, and in medicine eight; in Owens College it is arts nine, science ten, and medicine eight; showing that in professional teaching and equipment there is as much strength and expenditure put into the arts side as into the side of science. Again, taking the students, I have worked out the list of the graduation returns for the last five years, which I can furnish to the Commission (*handing in the same*), and it might surprise some, perhaps, to see the large proportion which is borne by the arts graduates to the graduates in science or medicine; you will see that the result, taken over that series of years, is, if we include law in arts, to give 128 on the arts side, 140 on the science side, and 120 in medicine:—

DISTRIBUTION OF UNIVERSITY STUDENTS ACCORDING TO FACULTIES.

Victoria University. Graduation Returns.

——	B.A.	LL.B.	B.Sc.	M.B.
1890 - - -	18	—	26	14
1891 - - -	14	5	17	16
1892 - - -	23	1	21	25
1893 - - -	29	4	24	30
1894 - - -	32	2	52	35
	116	12	140	120

University College, Liverpool. Distribution of Students.

——	Arts.	Science.	First M.B.	Medicine.
Session 1892–3 - -	125	167	21	148
„ 1893–4 - -	145	168	21	147

London University. Graduation Returns.

	B.A.	LL.B.	B.Sc.	M.B.
1890 - - -	219	23	71	80
1891 - - -	242	13	75	75
1892 - - -	241	4	80	79
	702	40	226	234
1838–1892 - -	4,547	520	874	1,538

In our own college—for I thought it well to test the figures from various sides—you see the proportions of the students actually resident during the last two sessions, and there again we get approximately similar results, showing the arts not at all far in arrear of the sciences, even though science includes the technical work of large departments, like those of engineering and chemistry. I corroborate these results from what is the most parallel organisation in the country, namely, the London University. It will be seen from the figures that in the whole history of the university from 1838 to 1892, the number of graduates in arts is nearly five times that in science—the totals being 4,547 in arts, 520 in law, and 874 in science. Throughout these figures I have reckoned mathematics as on the science side and not on the arts side; that is the side to which it belongs in our own university.

14,660. (*Sir Henry Roscoe.*) But of course the science degree was not instituted until some time in the sixties?--That is true, and there must be a deduction made for that.

14,661. There must be a considerable deduction on that account, must there not?—Yes; the figures would then be 3,581 in arts, 424 in law, and 874 in science.

14,662. You ought to give a similar period for London to that shown for Victoria, ought you not?—That is done in the paper which I have handed in.

14,663. Those last totals do not give a fair indication, do they?—They are for the present purpose less important. What I wish to press as the main corollary is, that so far from the arts side in relation to Secondary Education being unimportant or negligible, my own belief is that the whole of the humanist education in the north of England is very largely bound up with the Victoria University. At present the Victoria University is only beginning to be known or understood throughout the north, and still more so in the south; but it numbers over 2,000 registered students in its three colleges—registered day students—students in the strictest sense. It is common in the south, where the great public schools are situate, and even in Oxford and Cambridge, to find complete ignorance of the importance of the Victoria University, and even of the existence of an arts side in that university; and what makes me desire to lay stress upon this is, that in the conference of headmasters and in the scheme which was proposed (I daresay it may have been passed) by that conference, I observed that on the arts side there is a tacit and complete ignoring of the Victoria University. The form of grading that they suggest is, first, a preparatory school, then the technical school, and then the local university college as representing higher technological work; but when they come to what I called the humanist education, I observe that the grading set down is, the high, or first grade school, and through the public schools to Oxford and Cambridge,—with the Victoria University completely ignored. Now it may be right to regard certain local university colleges as entirely schools of higher science and technology; how far that is true of Nottingham, or Birmingham, or Sheffield, or Newcastle, I am not altogether prepared to

say; but certainly it is eminently untrue, as all the figures show, both of graduates, of strength of equipment, and of college expenditure in the Victoria University. I think it would be one of the most disastrous and calamitous mistakes that any Commission on Secondary Education could make, to check what there is of humanist education in the north by excluding Victoria University from its natural place in the sphere of arts. The impression, I think, partly arises from our present relations with Oxford and Cambridge. We do in arts, particularly classics and history, send on some of our best students to Oxford and Cambridge; in science we send on very few,—I should think that we probably receive rather more than we send on. We always have a few Oxford and Cambridge graduates; we hardly ever send on a science graduate to Oxford or Cambridge. We send them to continental universities, particularly to Germany. I think the reasons why we are more subordinate to Oxford and Cambridge in arts than in science are, first that the headmasters, who are commonly arts men, are familiar with Oxford and Cambridge; they have inherited their traditions from, and have a knowledge of, and a prepossession for, Oxford and Cambridge, while they are hitherto comparatively unfamiliar with the Victoria University; and secondly, that Oxford and Cambridge provide a national competition, which we at present do not, but are slowly at any rate coming to do. If anyone wishes to gain recognition in classics, philosophy or history, whatever his knowledge is, he must enter for the Honours School at Oxford or the Tripos at Cambridge, in order to get his legitimate recognition. That of course will gradually pass away. Then there is a third reason, which is the operation of the scholarship system. At present, and throughout the century, there certainly has been a preponderance of scholarships at Oxford and Cambridge given to art subjects, particularly classics and mathematics, and, at present, almost any promising scholar, or any able mathematician, is able to get a scholarship at Oxford or Cambridge in classics or mathematics, and is not able, with the same ease, to get one in science, because there are so many fewer scholarships on the science side. Further, of course Oxford and Cambridge must retain their natural and historical advantages and their whole surrounding environment, with which Victoria can never compete; but I think that that will be quite counterbalanced by the smaller cost, by the more economical opportunities which we supply.

14,664. (*Chairman.*) You might really, in this respect, draw a parallel between the colleges of Victoria University and the Scottish Universities. They in the same way sometimes send students up to Oxford and Cambridge, but no one denies their claim to be universities in the highest sense of the word. It may possibly relieve you of some trouble if I say that I do not think that any member of this Commission is likely to fall into any error on the subject?—That is very reassuring. I did not wish that our colleges should be simply regarded as university colleges, rather than as members of a university.

UNIVERSITY COLLEGES AND HIGHER GRADE ELEMENTARY SCHOOLS.

14,665. (*To Principal Bodington.*) Have you any further observations that you desire to make to the Commission?—I should just like to call attention to the fact that the higher grade school is feeding the Yorkshire College in a somewhat important degree; and that it appears to me it is desirable that it should be recognised that a higher grade school is a place which may fitly be in direct relation with the university college.

14,666. In other words, although it has been hitherto classed as an elementary school, you would consider it to be a secondary school?—I do not think I should. It may be drawing rather a fine distinction, but I should rather say that it was the medium through which the elementary school itself came into direct relation with the university.

14,667. Would you call it a *tertium quid?*—Yes. I think that while it is not properly precisely part of the secondary school system, you must make some provision by which a number of boys from elementary schools can come to the university without transferring them to grammar schools; and so again when they cannot be conveniently transferred to grammar schools. Without quarrelling about words, I should myself not include

the higher grade school in the secondary schools; but I should wish to see it recognised as a feeder for the university, and made as efficient as possible for that purpose. I think such efficiency might be greatly increased if higher grade schools were less dependent upon, or less under the influence of, the Science and Arts grants than is the case at present. (*Vice-Chancellor Ward.*) I may point out that this is a matter which is very much affected in its operation by the existence or non-existence of a technical school, as to whether the higher grade boys will pass direct to the university college. We have had at Owens College about 25 of these boys, who have done extremely well, chiefly the holders of scholarships. They have been among our science students a most appreciable element

14,668. And they have come direct from higher grade schools?—Yes; but I look upon them as exceptionally clever boys, who must be regarded as exceptions, and their successors will probably always be the same. I refer to boys who have come at 16. Sometimes lads come to us at that age who are exceptionally forward, but the ordinary course for a higher grade boy who is inclined to chemistry or physics, should be to go to a technical school from 16 to 18 years of age, or possibly to the modern side of a grammar school.

14,669. But you would say, in conformity with what you have already indicated, that where his scientific talent, not merely his talent for practical craftsmanship, but scientific talent, appears to be considerable, it is better that he should come to the university college where the scientific instruction will be best given?—Yes; but that, in my opinion, ought always to be in the case of exceptional boys.

14,670. Have you formed any strong view as to what the position of the higher grade elementary school itself ought to be, and whether it is better for boys to be carried on in it until they are ready to go to the higher technical school, or university college, or whether they should quit any school that is called elementary, at a comparatively early age, and take the remaining three or four years of their course in a secondary school?—I have recently been brought face to face a good deal with the matter, and my opinion is that it would be impossible to maintain the education of the higher grade school for ordinary boys, at the level that you indicate, either on the scientific or the literary side, and that it is a mistake to send the greater number of children through a scientific education of the secondary stage at the higher grade school, but that there will always be a certain number of boys whom it is desirable to retain there longer, and send direct to the university college.

14,671. What is your view of the position and function of the so-called higher grade elementary school itself; do you consider that it is a thing which has accidentally grown up to fill a void which has been left in education, but which might be removed and have some other system substituted for it; or do you consider it as being in itself a fortunate outgrowth, and one that ought to be cherished and protected?—I consider that it is an outgrowth which should not be allowed to develop indefinitely.

14,672. (*Dean of Manchester.*) That it should be determined by the career?—Yes, and the facilities which the locality may possess of another kind.

14,673. (*Chairman to Principal Bodington.*) Have you any further remarks to offer on this subject. You will observe that the educational system is different at Leeds from what it is at Manchester. I think that there would be the greatest possible difficulty in transferring to the grammar schools any considerable number of boys at 13 or 14 years of age; and therefore it seems to me that the higher grade school naturally exists as a completion of the education in the case of not merely the exceptional boys, but a very large number of promising boys who have started their career in elementary schools. It appears to me, that nothing would be more disadvantageous to the grammar school itself than to draft into it a

large number of boys at 13 or 14 years of age whose earlier education has been different from that given in the grammar schools. The transfer must be made at 11 or 12. Therefore, if the secondary school is to be regarded as the natural higher school for all the more aspiring elementary boys, it follows that you must foresee the career at 11 or 12 years, which is too early to foresee it; and, therefore, I confess that I regard the higher grade school as a natural and fortunate result of the educational work of the last few years. I should think that not merely in science, but also in languages, the work that is done in the Leeds Higher Grade School is of so satisfactory a quality that it is not the very exceptional boy, but the ordinarily clever boy who does his work well, who may pass on advantageously to the university college. That may be due to some extent to special circumstances, but that is my experience.

14,674. You have an exceptionally good school of that kind in Leeds, have you not?—That is so.

14,675. (*To Principal Rendall.*) Have you anything to add to what the Vice-Chancellor and Principal Bodington have said?—I hardly think that my opinion is worth very much, but it is not in complete agreement with that of Principal Bodington; I see the difficulties so much more clearly than the solution. I feel that the difficulties really lie in the question of fees and social status. Apart from those (but it is almost idle to say apart from those), my thought would be that the primary school function should be limited really to the national education in English, and the rudimentary science subjects, dealing little or not at all with foreign languages, and still less with classical languages; that then the pupils should pass—on the arts side—at an early stage (as Principal Bodington said) to the secondary school, if only the social status and the fees admit of it, that is to say, should pass on to the secondary, grammar, or commercial school; and so, if they persevere and are going into a profession, on to the university college; but that those on the other side who are going into the scientific professions, should stay at the primary school until 14, and then go to the organised science school, which is really a higher grade school in science. That would seem to me to be the right course to aim at, but I am well aware of the difficulties in the way of carrying it out.

14,676. (*Dean of Manchester.*) They should go before 14 years of age, surely?—I should have thought that it was possible to carry on a primary school education satisfactorily on the basis of English, mathematics, and the fundamental sciences in the primary schools up to 14, or possibly only 13; that is a detail as to the age. I did mention 14.

LOCAL ORGANISATION OF SECONDARY EDUCATION.

14,677. (*Chairman to Vice-Chancellor Ward.*) We have now, I think, covered everything which has been mentioned upon any of your syllabuses, as regards the special relations which the university colleges bear to Secondary Education; at the same time we are very far from desiring to exclude any evidence that you may wish to give us with regard to your views as to the reorganisation of Secondary Education in general. I would just ask you, first of all, whether you have anything to say with regard to the best method of reorganising the local authorities and powers which control secondary and technical instruction, and then whether you have any suggestions to make with regard to the constitution of the central authority, it being generally agreed that both reforms are required?—I think that I have anticipated a good deal of what I had to say on the subject of the local reorganisation of the authorities, by stating that locally, in Manchester, a committee is at present appointed which might very well form the basis of a permanent committee.

14,678. Is that the only observation that you have to make?—I think so.

14,679. (*To Principal Rendall.*) Have you any observation to make on that point?—I have tolerably defined views in regard to it. Quite shortly, I may say that in regard to area I should favour the existing county council area as the most practicable, and certainly, for Liverpool, by far

the best. It would be impossible to connect Liverpool with the county or any of the large towns in Lancashire. The county council area seems ready made, and, as far as my own experience goes, most suitable.

14,680. And within Liverpool, would you prefer to put Secondary Education in the hands of an enlarged and improved school board, or would you put it in the hands of the town council, or in the hands of a new authority?—I feel that it depends very largely upon what sources of revenue they possess. If the revenue is to come from rates, and to be levied by rate, I think it is inevitable that there should be locally elected representatives, and that the main organisation should be municipal, giving certain powers of co-option or of nomination on to that locally elected body, by educational bodies, or by a central Secondary Education department.

14,681. Do you contemplate in fact a new local body, or do you contemplate a body composed of representatives of the school board and the town council?—If a completely new body were established, that would be, in certain ways, most satisfactory; but I cannot see from what source the revenues are to come; and if that newly constituted body were dependent on rates, I think they would be unable to levy a rate without discontent.

14,682. But at present there are two rating bodies; you have the town council and the school board both rating authorities?—Yes. I will come to the school board almost immediately. I had in mind the town council. If what is known, for instance, as the spirit money under the Local Customs and Excise Act, could be allotted to the Secondary Education body, then it would be quite possible to have a conjoint body, partly of municipal representatives elected or nominated by the county council, partly of local educationists nominated by the leading local educational bodies, and partly by a central body, either a department of State, or possibly the universities. But if we come to a choice between the municipal body and the school board, as the two bodies levying rates, I have not any hesitation in thinking that the school board would be the worse body, and the county council, acting through its technical instruction committee, much as at present, the better body.

14,683. You said county council; do you mean the town council?—I mean the same thing.

14,684. In a town you would call it the town council?—Yes; but technically in the Act it is called the county council. First, they have a suitable area. Secondly, this would avoid a party fight on many secondary issues, and I think it would tend to get the most capable educationists from among the municipal or county representatives; naturally the men best qualified to guide the administration of education would come from the county council. And what seems to me the decisive consideration is that they already administer technical instruction funds, and that it would be quite impossible to take those out of their hands; they have called into existence various agencies from which you cannot at this time of day displace them. So that a very strong balance of considerations rests to my mind in favour of entrusting the authority to the county council rather than to the school board. I think that there are many other objections in the way of committing Secondary Education work to the school board.

14,685. (*Dean of Manchester.*) That is only as an alternative—county council *versus* school board?—Only as an alternative; and if financial considerations make it necessary to choose between the two. I say unhesitatingly, the town council.

14,686. Of two great evils you would choose the least?—No, I did not say that; I should not be able to say that quite.

14,687. But you know what I mean. Do you consider that the county council is the only alternative?—Certainly not.

14,688. Do you consider that the county council is the best alternative?—I think that any other alternative would require some allocation of imperial funds or of special revenues.

14,689. But you think that it would be quite competent to take those revenues and give them to some one else to administer?—Not the particular funds that are given now to the county councils.

14,690. Why not?—Because it would create almost a revolution, considering the financial pledges that they have undertaken.

14,691. Do you think that that has been established so long that it would amount to a revolution?—I do. I think it would be impossible to carry. The influence of members who have created and organised these things is very great indeed, and I think that an attempt to displace them would create an agitation which it would be impossible to stand against in Parliament.

14,692. (*Chairman.*) Although you have used the term "county council," you include of course city council and town council?—Yes, always.

14,693. (*Dean of Manchester.*) But you would be glad to see a peaceful modification of the present county council itself, that there should be co-optative members?—I should, and that would be quite possible to carry into effect I think.

14,694. (*Sir Henry Roscoe.*) That is the case in almost all technical instruction committees, is it not?—It is in Liverpool, but Liverpool presents a singularly favourable instance. But that might be done through an Act of Parliament quite well.

14,695. (*Chairman to Principal Bodington.*) Have you any observations to add upon this point?—I confess that I should be sorry to see Secondary Education controlled either by school boards or by the technical instruction committees of the county councils, I should very much prefer to see a new body created on which school boards were represented, county councils were represented, and educational experts were also represented. It seems to me that it would be something of a calamity to put Secondary Education absolutely into the control either of school boards or of county councils. Some places may have more favourable experience of the one and other places may have more favourable experience of the other; but I think that taking the general results the disadvantages of putting it into the hands of bodies dependent directly on the popular vote would be disastrous to the Secondary Education of the country. I should be very glad to see a body constituted something like the bodies which were constituted under the Welsh Intermediate Education Act. There I think you have a combination of school board representatives, county council representatives, and of experts. I should be extremely sorry to see the present allocation of the technical instruction funds disturbed. I agree with Principal Rendall that it would amount, perhaps not quite to a revolution but to the subversion of an enormous amount of valuable existing work; it would quite upset numerous institutions which have relied upon the permanence or comparative permanence of the work which was instituted by the technical instruction committees of county councils. But it appears to me whatever the managing body for Secondary Education may be, it is extremely important that in some way or other there should be representation of expert opinion. You do not want your experts to be in the majority, but you do want them to be present, and to have an opportunity of expressing their views.

CENTRAL AUTHORITY.

14,696. (*To Vice-Chancellor Ward.*) Have any of you any views which you would wish to express with regard to the constitution of a central authority for education. I put this question to you specially, because it has been suggested that if a central authority for Secondary Education were constituted for the whole country, not necessarily an authority, of course, with wide power, but for certain common purposes, the universities ought to obtain some representation upon it; therefore I should particularly desire, treating you as representatives of the great new university of the North, to know whether you have any suggestions to offer upon that subject?—You speak of a central authority for the administration of the whole of Secondary Education?

14,697. For such functions, with regard to Secondary Education, as might be usefully vested in a central authority. It has been given to us in evidence by nearly every witness that some sort of central authority for Secondary Education is required, and most of the witnesses have thought that something more than merely a Minister of Education is required, and have suggested the creation of something in the nature of a council with functions relating to Secondary Education, and it has been very commonly suggested that the universities should be represented thereupon. It is to that point that I wish to direct your attention?—I think I may say generally that that is certainly the direction in which my thoughts have always pointed.

14,698. I understand you to assent to the view that such an authority is wanted?—Yes.

14,699. And, if such an authority were established, you think that the universities ought to be represented upon it?—Yes, if there were a council. You have not described the functions of this suggested central authority, but I take it that they would be partly of a consultative and partly of an executive nature, and in that case the universities should certainly be represented upon it.

14,700. (*To Principal Rendall.*) What is your view upon this point?—I should assume that there would be either direct or indirect representation of the universities as a matter of course. I think that a small amount of direct representation would be a valuable ingredient to secure. Mostly they would be men who were giving their work to the administration of education from the centre, and not continuing to take part in university teaching. I think that one representative at least to represent each university would be valuable.

14,701. What do you mean by indirect representation; do you mean persons who, although not appointed expressly to represent the university, will, in fact, represent them as having been among its teachers?—Yes, I mean that they would certainly be university graduates very largely.

14,702. (*To Principal Bodington.*) We should like to know your opinion upon the point in question?—I cannot say that it is a point which I have specially considered. I am hardly aware what the functions of such a central authority might be. I do not think I can give an opinion upon it. It seems, generally speaking, to be desirable that you should give the universities some influence in a matter of that sort.

14,703. (*To Vice-Chancellor Ward.*) Have you any suggestions to make with regard to the functions which might be given to such a central authority?—I was not aware that that question would form part of our examination, and I would rather not answer it.

14,704. It bears a little upon what we were considering before in the first part of your examination, as to the relation between the part which the State might bear, and the part which the universities might bear, in arranging for a more or less uniform system for examining schools?—In such a matter as that the Ministerial action would be quite official, advised by the council, as is done in Continental States; and whether it should be through the department of a general education Minister or not, is a matter on which my opinion would be of no value. If I might go back to the previous question, what I want to point out particularly with regard to the local authority (not the State authority) is, that I do not think it is the interest of the university, or the university authorities, to insist on any particular share or proportion in the authority; but the great thing is that their voice should be heard, and publicly heard. In all these matters experience seems to show that it is no matter what the exact amount of voting power may be, but that it is of great importance that the voice of the universities should be publicly heard.

14,705. It is not the quantum of representation so much as the fact that you have a *locus standi* to express your opinion; that is what you mean?—That is the point.

14,706. (*Mrs. Bryant to Principal Rendall.*) Can you tell us whether the outside members on the Liverpool Technical Instruction Committee are co-opted, or whether they are elected by various other bodies, as is the case in London?—Certain bodies in Liverpool, of which the University College was one, the collective Secondary Schools another, the Elementary School Managers and the Trades Council another (five in all), were invited by the town council to nominate representatives, and the town council accepted their nominations, and placed them upon the technical instruction committee; and they have continued upon it from the first.

14,707. And it is your view, supposing that the technical instruction committee should be taken as the local authority, that some method of representation of that kind should be made statutory—should be made compulsory by law?—Certainly. I think that such a fusion would be essential for the healthy working of the body. It is almost an accident if they work well at present, and it would secure, I think, a really healthy activity on the part of the technical instruction committees.

AGE OF ENTRANCE TO UNIVERSITIES.

14,708. (*Dr. Fairbairn.*) May I ask the witnesses whether they have any idea as to what would be the fittest age for Secondary Education to end and university education to begin?—(*Vice-Chancellor Ward.*) If I may answer that in the first instance, I should point out that our university colleges and our university are not quite, I think, in the same relation as Oxford and Cambridge are to that question. At Oxford and Cambridge, I am not quite sure whether the recent tendency to move the age very far forward has not been slightly relaxed, but there are others who can speak with more authority than myself as to that. I think that the tendency a few years ago was to keep boys altogether too long at school; but assuming that at Oxford and Cambridge the usual age is now 18 or 19 (of which I am not quite sure), I should say that we must reckon at our colleges 17 or 18 as the best age—that we cannot expect university education to be largely taken part in in the great northern centres, unless we generally regard 17 or 18 as a suitable age for beginning university work. My experience of many years has brought me to think that. I should be glad to work up to a limit of 17 or 18. I should not, at present, wish to change our limit at Owens College of 16, for we have a considerable number of very promising lads; but I should like to regard 17 or 18 as the probable limit of the more immediate future. (*Principal Rendall.*) I think that the question hardly admits of a single answer, because difference of curriculum requires different ages. On the whole, I think, that those entering for science curricula come, and probably rightly, a little earlier than those entering for arts, and so they can make their curricula continuous in the laboratory in which they have begun their courses of lectures. Seventeen would seem about the appropriate age for them. As regards women students, I should say that I prefer their coming at a rather later period than men students, and they do as a matter of fact; I think that common sense has guided them rightly. Not many ladies join the colleeg under 18 years of age.

14,709. But for art students what age would you recommend?—For art students 18 seems to me about the appropriate age, if one is to name one. A boy who has got to the top of the school, or, as it were, higher, I should advise to leave at 17; but if he is still able to learn at school, and has the necessary conditions of intellectual competition surrounding him, I think he can remain with advantage to 18. There, again, his intended profession is a material element. If he is entering the ministry there is no need for him to complete his college education until the age of 21 or 22, and then he can pass on to a theological college for ordination, say, at the age of 24.

14,710. (*Mr. Sadler.*) Do you think that the administrative experience gained by a university body, in conducting a system of examinations, is in itself valuable to the university and also distinct in kind from the examination experience which might be gained by individual graduates acting in their personal capacity?—I think it is very valuable; and that is why I should regret the creation of a body of official examiners acting

for a department of State, rather than a body of examiners who take school examinations in conjunction with their work in the university; they are teachers as well as examiners; they are learning as well as imparting, for they are learning school standards, school methods, the subjects of study at the schools, and they enable the university itself to form a far better judgment of what standard should be required for the whole series of examinations. That would be one of my chief reasons for regretting the creation, as I say, of a distinct class of professional examiners, in place of graduates of colleges engaged in college teaching and taking it as a part of their work only.

14,711. Did I correctly understand you to go so far as to say you would like to see the administrative control of a general examination system entrusted to the universities?—I hope that if a department of Secondary Education were created, they would unify, and give guiding direction, and have the power of accepting proposals from universities; and I think that practically from that would result a sufficient uniformity in the standards and methods adopted by the different universities, while nothing would be lost of the freedom with which the universities can at present conduct school examinations.

14,712. But you would not like to withdraw from the universities their present administrative responsibilities?—Not in all the details of conducting the examinations—of reporting, marking, and setting papers, &c.; that is the part that I should like to see retained in the hands of university graduates and teachers.

14,713. It is sometimes said that these external duties and responsibilities will tend to distract the attention of the universities from what in a stricter sense is their academic work, do you regard that argument as of any weight?—I think not; I think that those things right themselves. Examination work falls into the hands of those best fitted to discharge it, and those who are not fitted abstain naturally from the work of examination. The universities are strong enough in men to have men whom they can valuably use in all the work of examination that comes into their hands.

14,714. Do you thing it desirable in the public interest that there should be more joint action between the various universities in England?—I think that that would be very valuable.

14,715. Valuable both to new and older universities?—Certainly.

14,716. But if the duties of the universities in regard to Secondary Education are fully performed, that would lead them into the establishment of systems of training for those who wish to become secondary teachers, would it not?—That would be a most valuable development of university work. It has been one of the great wants, I think, in English Secondary Education, that that has not been hitherto developed, and one welcomes the rise of it in the training of women teachers which is now being successfully carried on at Cambridge upon such lines as one would wish.

14,717. It might in its earlier stages entail a large charge upon the university funds?—It might, no doubt, but it would be well expended money.

14,718. (*To Vice-Chancellor Ward.*) May I ask whether you think that, in order to discharge their full duty to Secondary Education, the Victoria University would require a large subsidy from the State?—I think so; I think that is one of those functions which you are quite right in saying would entail considerable additional expenditure upon the university or its colleges. I think that is one of the reasons which should be advanced, and which, in fact, was advanced, for an augmentation of the grant to the university colleges.

14,719. Have you considered whether, if that augmentation were given, it would be objectionable to suggest that there should be a representative of the State on the governing body of the university?—We have not yet considered that, but there are certain relations, as you are aware, with

regard to primary teachers the analogy of which might be followed. You are aware, of course, that the Lord President of the Council appoints the members of the university court.

14,720. In the case of the Victoria University is that so?—Yes, the case of the Victoria University, and in fact in Owens College also. in

14,721. Speaking from your local experience, do you think that the same principle might be safely extended to other universities?—I think so; I see no reason against it. The President of the Council appoints both to the university and to the college in our case. I should further state that six members of the university court, appointed by the Lord President of the Council, sit upon the university council; so that that increases the importance of his nominations.

14,722. (*Mr. Yoxall.*) Upon the whole question of the training of secondary teachers, what is the opinion of the Vice-Chancellor and the other principals as to the particular capacity of the constituent colleges of the Victoria University for training secondary teachers in conjunction with the day training colleges already established?—We have actually formulated a scheme which comes into operation this year for training secondary teachers. It has, you observe, been literally just passed, so that, although it is nominally in operation, we cannot judge at present what the effect of it will be. That scheme can be laid before you.

14,723. You can put it in?—Yes. You will see that part of it will fall in with the primary teachers' training.

14,724. Will the training of the two classes of teachers take place largely together?—Only to some small extent as a matter of convenience. (*Principal Bodington.*) I think that there is one important difference to be borne in mind, namely, that the primary teachers have already had a good deal of teaching in the pupil-teacher stage, whereas secondary teachers have their practical training to begin; therefore, the secondary teachers' training must always come after they have already graduated; they could not put the time into the practising school otherwise. (*Vice-Chancellor Ward.*) Perhaps it would interest you to know that we attach special importance to the training of secondary teachers in the teaching of particular branches by the professors who are teaching. That will, in our opinion, be a novel and salutary element in the training of teachers in our university colleges.

14,725. I suppose you recognise that the theoretical part of the pedagogic training of teachers could be given together, both for secondary and primary teachers?—That is to some extent contemplated, as you will find in the scheme.

14,726. How far could the practical portion of the training be given together?—The practical portion is given to primary teachers as ordinary university students; but to secondary teachers the professor would try to impart something of the art of instructing in his particular science.

TRAINING OF TEACHERS.

14,727. And they would attend the same practising schools probably; they would be practising teaching together?—Probably, to some extent; they would attend practising schools of the primary kind which would serve the purpose as well as secondary. (*Principal Rendall.*) It might also interest you to know that the training in education of secondary teachers, as well as primary, has been part of the work authorised, and subsidised by the technical instruction committee at Liverpool; they have set aside 400*l.* a year, to be administered by University College. We have one lecturer giving himself entirely to the art and history and principles of education; we have one lecturer taking the psychology branch; and the remainder of the grant is spent in otherwise developing the work and on practising schools. These courses are made part of the college course; they cover the theory of education, psychology, and the history and practice of education, by a special lecturer on education, who has surveillance of the work done in the practising schools. Hitherto, almost all have been primary teachers, and the practising school has been a

primary school, not a secondary school; but so far as the lectures go, they would be quite as well adapted to the secondary teacher proper as to the primary teacher belonging to the day training college or other colleges. These courses are largely attended; indeed, nearly all the training colleges in Liverpool send their teachers to participate in the lecture courses upon education.

14,728. You realise, I suppose, from general knowledge, that there are a great number of teachers employed in secondary schools,—some of them principal teachers, but most of them assistants in secondary schools of the poorer order, who never can obtain university training, and who, therefore, require an ordinary education in addition to the pedagogic education which a teacher ought to have?—Yes.

14,729. Is it proposed that the Victoria University or its constituent colleges, should give that ordinary education, below the university education, to teachers of that type?—That was much discussed, and it was decided to regard the degree as indispensable. At present the scheme only contemplates instruction in education, and a certificate of education, for those who are graduates of the university. (*Vice Chancellor Ward.*) That is after a certain period of years.

14,730. (*Mr. Llewellyn Smith.*) I wish to ask you one question with regard to the relation of the State to the proposed leaving examination. Am I right in thinking that your view is that, at first at all events, the main function of a central educational authority might be described as diplomatic; that is to say, that it would enter into negotiations with the different examining bodies, and endeavour by voluntary means to bring them into line?—So long as the examinations were conducted, as I expect they must be for some time to come, by the universities.

14,731. You would not propose that the new central authority should undertake examination at first, but should endeavour to unify it?—That is what I think.

14,732. But without compulsory power?—Yes.

14,733. And you think that it could do good work by bringing the different examining bodies together, and submitting suggestions?—Yes.

14,734. And that would be a valuable function?—Yes.

14,735. With regard to the suggestion that you made that, it would be well to draw a line of demarcation more clearly between the functions of a technical school and the scientific department of a university college, would the practical form which that would take be mainly the assignment of an upper limit to the age of the students in the technical school, or a division between the subjects?—It would be a definition such as I attempted to put, but such as was far more clearly put by the right honourable chairman, of the actual nature of the work done; but the age limit I should like also to be arrived at.

14,736. I understood your description of the difference between the functions, but I was thinking of the practical form that it would take in the scheme of a school—how you would attain it?—I should like the functions of the technical school put in the head and front of its programme, its calendar, and its publications, and that it should not profess to the world to do more than I attempted to indicate.

14,737. Your suggestion would rather take the form of advice to the governing body of a school than a clause in an Act of Parliament?—I suppose that the latter course would hardly be adopted.

14,738. You know that in the schemes of the Charity Commission, with regard to secondary schools, there is often an upper-age limit; I do not know whether you would suggest something quasi legislative of that kind?—I should much prefer it to be arrived at by an understanding between the different bodies.

14,739. (*To Principal Rendall.*) I understood that, in sketching out a scheme for an ideal authority for Secondary Education (supposing that it

should become possible to have a new authority), you suggested a body on which there would be representation of the county council, the school board, and the educational authorities?—Yes.

14,740. I want to ask, with regard to that, then, is not that possible at present, under the Technical Instruction Act; is it not the case that many of the technical instruction committees of county councils do, in fact, consist of a body of that kind?—It is possible, if they choose to exercise their power in that way. I thought it was rather the exception than the rule.

14,741. We have had evidence that, to a greater or less extent, it is the practice in many county councils; but, putting that aside, at all events it would not involve anything more than to make universal what is already the practice in certain cases?—That is so; and I think it would be quite easy. I do not think it would give rise to any resentment.

14,742. To make compulsory what is already the practice in many districts would not amount to the kind of revolution of which you spoke, would it?—No.

14,743. Therefore such a body might be developed out of an existing authority without any violent change, and it would be the kind of authority that you think ideally the best?—I think so.

14,744. (*Chairman.*) You desire, I believe, to give some evidence to the Commission with regard to the experience of Liverpool in the working of the technical instruction committee?—There are two or three remarks that I wish to make regarding the use of our powers and where we have felt fettered, because I believe that Liverpool is rather a sample city in this respect. We have felt fettered in the scope of subjects in dealing with Secondary Education, in being unable to support directly (although really we have indirectly) Latin, Greek, and History. I think almost everything else comes in under the elastic definition of the Technical Instruction Act. Then, secondly, I hope that the opportunity will be taken of precluding the misappropriation of the technical instruction funds, and allowing them to be spent on any specific object, whether educational or not. In Liverpool we have suffered largely from that; a large amount of the Customs and Excise money has gone in other than strictly educational directions—in the building of libraries, and so forth. And besides securing its proper appropriation, we desire that it should be secured in perpetuity. The town clerk and the town treasurer have steadily urged that it was not proper to expend money which they had not actually received; and year by year, in drawing up the estimates we are fettered by the consideration that the grant may be stopped by fiat of Parliament, although every one knows that there is no likelihood of that being done.

14,745. Therefore there are some large enterprises which you cannot embark upon?—We can only frame our balance-sheet on the money actually in hand, which makes it impossible for us to put by sums of money for enterprises, which otherwise we could undertake.

14,746. (*Dean of Manchester.*) Not only by fiat of Parliament, but by caprice of the town council?—Yes, by caprice of the town council; but the town council could, I suppose, bind itself against caprice; it could allocate the money, if it so pleased, and if the income were secure. But the technical objection is continually raised.

14,747. (*Chairman.*) They could not bind their successors?—No, that is true; but it is year by year only that the estimates are presented and sanctioned by the town council.

14,748. (*Dean of Manchester.*) You want the money finally assigned by the State, do you not?—Yes. The only other point is that at Liverpool almost the whole work has been treated by devolution; the Liverpool Town Council has devolved the expenditure of its technical instruction funds, under proper guarantees of attendance, and presentation at examination, to a variety of bodies with, I think, this result: that it has saved

and maintained all the elementary work of the South Kensington order in science and arts classes; that it has subsidised and called into existence three organised science schools, complete systems of evening commercial classes, evening industrial classes for artisans, domestic economy classes for women and children, and teachers' classes for pupil-teachers and ex-pupil-teachers—our work commencing at the limit where the school board work ends; that besides that, it has developed and strengthened all the secondary schools by giving capitation grants upon attendance; that it has similarly developed and strengthened all the technical departments in University College, making fixed grants there, not on a capitation basis, to the leading scientific departments; that it has done the same for the school of art, and evening continuation schools; and that on its own initiative it has first stepped in in two places, in the creation and administration of a nautical school, which arises from local needs and conditions, and secondly in a school of architecture and applied arts, to which it gives a fixed grant of 1,000*l.* a year. That I think represents a very large body of results, which have been accomplished entirely under the system of devolution. The terms of the grants, capitation, attendance, and the like, are all to be found in what I think are instructive documents, namely the Report, and the conditions of giving grants which are published by the technical instruction committee, and which could be put in as evidence, but which I think very possibly have been already laid before the Commission.

14,749. (*Chairman.*) Is that all you have to tell us upon that subject?—All details are accessible in print.

(*Chairman.*) We are extremely obliged to you all for the trouble you have taken in coming here to us to-day, and for the very interesting evidence you have given us.

The witnesses withdrew.

Adjourned to to-morrow at 11 o'clock.

THIRTY-SEVENTH DAY.

At Westminster Hall, Wednesday, October 24th, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.
The Hon. and Rev. EDWARD LYTTELTON, M.A.
Sir HENRY E. ROSCOE, D.C.L., M.P.
The Very Rev. The DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. CHARLES FENWICK, M.P.
Mr. J. H. YOXALL.
Mrs. BRYANT, D.Sc.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

Mr. WILLIAM VIBART DIXON and Mr. JOHN BRIGG recalled and further examined.

COUNTY COUNCIL GRANTS TO GRAMMAR SCHOOLS.

14,750. (*Sir Henry Roscoe to Mr. Dixon.*) We shall be glad to hear your views with respect to fixed grants to certain grammar schools and technical schools?—You have heard in the earlier part of our evidence that in the

first instance in the West Riding the committee adopted the course of paying secondary day schools under a scale of grants. At first the work was in a tentative, and to some extent, was in a transition state. The grammar schools in many cases were not taking up the amount of technical instruction which we found they could advantageously take up under our system, that is, with aid by direct grants of money—including special aid, to enable them to improve their apparatus for science teaching. After the experience of some two or three years, we found that the grammar schools had, as it were, found something like a normal level, and the committee was then able to gauge their work and to gauge their wants; and it was recognised as being desirable, in the interest of the schools themselves and of the county council, to give something in the nature of a fixed grant each year, subject to revision from time to time, and a fresh vote being taken each year, instead of grants under a scale.

14,751. You refer to maintenance grants alone, or to grants for the erection of laboratories and so forth?—I now refer only to grants for what you describe as maintenance. The system adopted was to ascertain what was something like the normal number of free places which we required in each school, that being the result of three years' working of our scholarship system; then to go to the school and say, "Having regard to the wants of "your district, and to all the circumstances brought before us, we are "prepared to pay you such and such a fixed sum, provided that you give "us so many free places, and you conform to the general regulations "prescribed."

14,752. At the present time, then, I understand that for a certain number of secondary schools fixed grants are given amounting to sums varying, am I right in saying, from 350*l.* to 150*l.* per annum?—Generally speaking that is so. I hand in a table showing them—Table F.

14,753. Does that table show all the grammar schools within your area which you have the intention of aiding?—No; we aid other grammar schools, but some are so much smaller, and the number of scholarships, if any, that we want there are so varying, that we find it better at present to grant them aid under the scale; that is to say, that we have only made this change in the case of some of the larger grammar schools and technical schools.

14,754. I understand that you consider that you have been able in that way to secure greater efficiency, and to effect certain reforms, which otherwise under the old system you would not have been so well able to do?—That is the case. We have a report as to each school; we ascertain what is its teaching staff, and what are its fees, and its provision for science teaching, and all about it, in fact, and if we think that it needs reform or amendment on any point, then, within the limits of the scheme which governs it, we ask that that reform may be carried out.

14,755. Do I correctly understand you that the grammar schools on Table F. are all provided already with laboratories and sufficient plant for carrying on efficient science teaching?—I should hardly like to go so far as that. With regard to some of them, arrangements have been made temporarily for obtaining their science teaching off the premises; for instance, at Wakefield the girls' school has no laboratory, although they were attempting to take up the teaching of science subjects, and there we found it necessary to make it a condition that they should have practical experimental work, and for the present they have arranged to use the buildings of the technical school which happens to be within convenient distance; and that arrangement has been sanctioned by our committee.

14,756. And that, so far as you are able to judge, is a satisfactory arrangement?—That is sufficiently satisfactory at present.

14,757. What steps have you taken for the very important matter of improving the scientific apparatus that is required?—In all cases we had a special report of our inspector, and, having heard that report, we made a representation to the governing body, and to the headmaster, pointing out where any deficiency exists, at the same time indicating the character of the aid that the county council is prepared to give. Usually, in those

cases, it grants up to 50 per cent. of the cost of all the apparatus and fittings.

14,758. Leaving the governors to find the other half?—Yes; that is the same course that we have taken with regard to other schools besides grammar schools.

14,759. What steps have you taken with regard to the examination of the qualification of the teaching staff in these technical and scientific subjects?—That has necessarily been of a somewhat general character. As a rule, where they earn science and art grants, we necessarily recognise the certificate of the Science and Art Department, that is, that we could hardly say that what satisfies the department shall not satisfy us. But in a number of cases we have found it necessary to point out that although they may have been able to do certain subjects themselves (it may be to draw), yet they have very little idea of teaching other people, and we have had really to institute a number of classes for teachers to train them in certain matters in which they appeared to be deficient.

14,760. And those classes, I understand, are held in the Yorkshire College and Firth College?—Yes; and we have other classes at convenient centres in the Riding.

14,761. By whom are they taught?—In the two colleges they are taught by the staff of the colleges; in other cases, according to the nature of the subjects, they may be taught by a member of the staff of the college, or they may be taught by some person whom we recognise as thoroughly competent.

14,762. And you find that that system is answering?—That system is answering. But it is expensive.

14,763. Have you put in anywhere the cost of those teachers' classes?—I do not know whether you have it before you in any form.

14,764. Perhaps you can give it us?—Roughly speaking, I think it is something like 1,800*l.* a year.

14,765. Is there any other remark which you have to make on this subject?—I think not, except to point out that the method we have adopted is what we should regard as being our permanent method of aiding secondary day schools under the existing state of the law.

14,766. Are you prepared to make any suggestions with regard to what you would advise should be done in case that law was altered in any way?—I think that I would rather make any general observations of that character at the end of my evidence, if you would allow me to do so.

14,767. We have next before us a list of secondary schools receiving grants from the county council, with the number of free places in each; you have put it in that table?—Yes, I merely call your attention to the figures; it shows a total of 3,335*l.* per annum for the present year given under that system, and the total of scholarships or free places reserved is 389. In addition to that we have, at two of the schools, some evening exhibitions, and special day exhibitions, there being 140 of these.

14,768. Will you explain what is meant by free places?—By free places we mean that we may be allowed to award scholarships, tenable at a particular school, without payment of fees.

14,769. But with no maintenance money?—Not so far as the schools are concerned, but as regards the maintenance to the scholars, that is quite independent of any arrangements that we make with the schools themselves.

14,770. Is the money paid to the scholars or to the school?—This sum is paid to the school, and in all cases I may say we pay the money that we disburse to the school; even with regard to the maintenance allowance we pay it to the schoolmaster, but he is merely our treasurer.

14,771. (*Mrs. Sidgwick.*) Then they are not free places, so far as the school finances are concerned; the school pays the ordinary fees out of the

scholarships, I suppose?—The scholar knows nothing of the arrangement; he is simply sent to school free of charge, but as a further inducement to the parent to keep the child longer at school, after the first two years we give a maintenance allowance of 5*l.*

14,772. Then the grant to the school at Barnsley, for instance, of 200*l.* is a deduction from your scholarships expenditure?—Yes, that is to say, that this sum of 3,335*l.* includes a considerable sum which, up to the present time, has appeared under the separate head of scholarships.

14,773. (*Sir Henry Roscoe.*) That fund having been largely increased during the last past year?—The scholarship funds necessarily.

14,774. I mean this payment to the schools having been increased?—Yes.

14,775. (*Dr. Fairbairn.*) Is this a fixed grant to the school irrespective of the places occupied?—Yes, subject to revision every year, and to the provision that if we exceed our free places, then we make a further payment according to an agreement, to each school; that is to say, that if we have to award more scholarships at a school than we have free places, then we make them an additional payment per scholar.

14,776. (*Dean of Manchester.*) Is there anything in the 3,000*l.* and odd that you grant to the school beyond scholarships?—Yes.

14,777. What?—It is in commutation, if I may use the word, of the sum which we should have paid to them under our scale, and of something like the normal expenditure which we should make under the head of scholarships; it includes both heads.

14,778. (*Dr. Fairbairn.*) May I ask why you have, in the Table F., no school in Leeds or representative of Leeds?—We are sending scholars to schools in Leeds. We recognise schools, you will see, in Leeds—in Table C.

14,779. (*Mr. Fenwick.*) If the number of students applying for free places should diminish, do you in consequence reduce your payment?—Not for that year, certainly; but that might lead us to revise our grant for a future year. I do not say that it would; it would be a matter for consideration year by year.

14,780. (*Dr. Fairbairn.*) Do you specially exclude organised science schools from those to which you grant fixed rates?—No; our list does include certain schools recognised as organised science schools; Keighley is one and Bradford Grammar School is another.

14,781. Why then is there no recognition of the school at Leeds?—There is recognition of it, but that school has never received what we call capitation and subject grants. I may say that it has never applied for them; but we do pay the Leeds school so much per head for the scholars that we send there.

14,782. (*Sir Henry Roscoe.*) Are you speaking of the Leeds Grammar School, or the middle school?—I understood Dr. Fairbairn to refer to the Leeds higher grade school.

14,783. (*Dr. Fairbairn.*) I first missed Leeds altogether out of this scheme; then I missed the organised science school; and I wanted to know the reason for it?—This list, as I was explaining, only includes those schools with whom we have made this particular arrangement. It does not include all the schools to which we send scholars; still less does it include all the schools that we aid.

14,784. Why do you not recognise in this same grade and form the organised science school?—This list has nothing necessarily to do with grade; it has rather to do with schools which are somewhat more under our own purview than the Leeds higher grade school, and where we know rather more definitely what the wants are. We recognise the Leeds school, for the purpose of sending to it scholars under scholarships, and we pay that school so much per head for those scholars. That is the course which we adopt with regard to several other schools.

14,785. (*Mr. Cockburn.*) But strictly speaking, would your answer not be better expressed in this way, that you regard the Leeds central higher grade school as being within the area of another county council, who are receiving the same kind of funds as you are, and that you consider them responsible for anything that requires to be done; is that your answer?—No, it is not quite my answer. That undoubtedly affects our position, I do not know the exact figures, but I suppose that the county is not sending much more than 10 per cent. to Leeds, and therefore the degree of our interest is so small that it would hardly be convenient for us to give a fixed grant in that case, as we do in some of the others which I have enumerated. My point is, that there is no matter of principle involved in the schools which we select for those fixed grants. We have taken each school by itself, and having regard to all the facts, we have not found it convenient to deal with the Leeds higher grade school on that principle; I doubt if they would care to make such a bargain with us.

14,786. (*Dr. Fairbairn.*) My whole purpose was to get out whether you had objections to higher grade elementary schools as such?—The broad distinction which the county council has made in considering whether a school of that kind should be recognised or not is, whether the department in question is under the Education Department; we think that as long as they are under the Education Department they do not come under the head of secondary schools. But dealing with the Leeds higher grade school, and some other schools, we find that in its upper department it is an organised science school—it is not under the Education Department at all as regards that part of it; neither I think is it, properly speaking, under the school board; it is under a local committee in conformity with the regulations of the Science and Art Department. The school board is the local committee, but we deal with them *quâ* local committee, and not *quâ* school board. I do not know whether that answers your question.

14,786*a*. And that would apply to higher grade elementary schools all over, that were also organised science schools?—It would apply; but it does not follow that in every case we should recognise the school as good enough in itself to receive our scholars; that is to say, we should consider a higher grade school organised in connexion with the Science and Art Department on its merits in the same way as we should any other school.

14,787. And you would not feel precluded from giving it a fixed rate of payment?—No; there is no reason why we should be precluded if that was found to be the most convenient and satisfactory course.

14,788. (*Dean of Manchester.*) It does not arise from prejudice in short?—Oh, dear no. We are, as a matter of fact, sending 46 scholars to the Leeds higher grade school.

14,789. (*Mr. Cockburn.*) You do not imagine that that is 10 per cent. of them all, do you?—No, but when I say 10 per cent., I refer to the number of children coming from the West Riding, many not under scholarships at all.

14,790. (*Dr. Wormell.*) Do you pay over the amount to the school in the same way as in other cases?—Yes.

ATTENDANCE AT SECONDARY SCHOOLS IN WEST RIDING IN PROPORTION TO POPULATION.

14,791. (*Chairman.*) The table which you have given us, called Table C. shows, I observe, the present per-centages of attendance and population?—That is so. I should like, in a very general way indeed, to call the attention of the Commissioners to the extreme variations in the per-centages of those schools.

14,792. That is what I was going to ask you, for your comments upon that table?—That in itself seems to form ground for inquiry as to how it is that those per-centages vary so much. We find that one large reason is the character of the school, and of the instruction which it gives. There is at least one school in that list which virtually performs the functions of an elementary day school for the parish in which it is situate, and I think we may say that the existence of that school, which is receiving a large

number of the pupils from the village free of cost, has enabled them to avoid the necessity of providing an elementary day school.

14,793. And thereby has relieved the locality?—And thereby has relieved the locality.

14,794. That is to say, has relieved either the ratepayers, or those who would subscribe to a voluntary school in the locality?—Yes. That school is apparently, on the face of the figures, providing Secondary Education; that is to say, education at the grammar school, for 5 per cent. of the population. But it is not providing really Secondary Education for 5 per cent. of the population.

14,795. Do you wish to name that school?—I do not think there is any object in naming it. You will find it in the list.

14,796. Then I suppose it is true that there is a good deal of difference between the per-centages, according to the presence or absence of higher grade elementary schools?—That would necessarily make a very considerable difference. And that brings out one of the points which no doubt will have to be considered in each case; namely, whether we ought to provide two schools, one in the nature of an advanced primary school, which may deal with scholars up to some 15 years of age, or so, or whether we are to have only one school which is to provide both for that class of scholars, and for others who may be going on to a university. We have, of course, many examples of both in the West Riding, and no doubt in mapping out a scheme for a complete system of Secondary Education, each case would have to be considered separately on its merits.

14,797. You are now considering the question of whether the same school ought to provide for pupils at 15 years of age, and those who may be leaving at 18, to go to the university?—I am referring incidentally to that point which arises more or less in connexion with these tables.

14,798. Are you in a position to pronounce an opinion upon the question whether or no it is better to organise the schools, with a view to both classes, or whether it is better in centres sufficient to supply one of the schools, some of whose pupils leave at 18, to have a separate school for that purpose?—Treating it as a practical question, I think there are some places not large enough at the present time to support both classes of schools, and that to take away from the grammar school, all those children, or nearly all, who would leave at 15 years of age, would leave the grammar school an insufficient supply to carry on with; and so, as I was saying, each of those cases must, I think, be very carefully considered in reference to the actual circumstances surrounding it.

14,799. Does not the problem present itself sometimes in this practical form: where the population is such as to provide, let us say, 50 pupils who might be expected to remain until 18, whether it is better to have a separate school for those 50 pupils, or to work that school not only for those 50 pupils, but also with a view to the much larger number, say from 200 to 300, who would remain only to 15 or 16 years of age?—That is a question that would really be better answered by the representatives of the schools themselves, as it is a matter of policy, in each particular case which would have to be considered.

14,800. Of course we have the evidence of the schools themselves upon the question. I only wished to know whether you, from a somewhat detached, but nevertheless fortunate position of observation, are able to throw any light upon the question?—I will not limit myself to the exact figures that you mention, which possibly some people might say were approaching the borderland; but with a school where you could have not more than that number I should think, generally speaking, that it would be better for one school to deal with both classes of pupils.

14,801. Can you give us any estimate of the per-centage of the population who, where the conditions were favourable, might be expected to attend public secondary day schools?—Subject to considerable qualifications, the state of things in the West Riding would rather tend to show that in some

localities, where there is any eagerness for education, and where the conditions are made favourable by a good school charging low fees, and with what appears to be an ample supply of scholarships, something like 1 per cent. might frequently be found to attend secondary day schools.

14,802. One per cent. of the total population?—Yes.

14,803. You are including boys and girls, I presume?—Yes, I am including boys and girls.

14,804. Have you got an estimate of the per-centage to the total population who ought to be in elementary schools?—I do not know that we could work that out until there was a scheme showing what the elementary schools were to do. I am not sure whether you include advanced elementary schools.

14,805. I was speaking broadly of the per-centage of the population, treating as elementary the per-centage who would leave school at 13, and treating as secondary the per-centage that would leave school at 16?—I am dealing with the whole of the population who would be receiving what I should call higher than elementary education—roughly speaking, higher than the Sixth Standard.

14,806. But as regards elementary education, you are not prepared with figures on the subject?—No.

14,807. I know it is a very difficult question, both as regards secondary and elementary education?—No doubt of it.

14,808. Have you any observations to offer upon the effect upon attendance at secondary schools of the scale of fees and the number of scholarships given?—I think that the effect in the West Riding towns seems to become more noticeable where the fees reach something upwards of 10*l.* than it is where the fees only differentiate from, we will say, 6*l.* or 7*l.* to 10*l.*; but I must add in reference to that that the presence of a low charging higher grade school very largely appreciates the difference in attendance which is caused by the high fees, apparently there are a number of people who would pay the high fees if they must in order to get Secondary Education, but if they have the alternative of schools charging high and low fees, they will go to the low charging schools.

14,809. And as regards scholarships?—I made some remarks under the head of scholarships, yesterday, indicating that apparently under those circumstances there ought to be a somewhat increased provision of scholarships; that is, to prevent the better class of children (I use that word rather in the sense of intellectually better) from being diverted from the grammar school, where they might reasonably remain even to 18, and so go on to the universities, if necessary. I think that in towns where you have a higher grade school and a grammar school charging high fees, you want an increased supply of scholarships in connexion with the grammar school, otherwise the best children, with the best intellects, who would be best taken at the grammar school would be diverted.

14,810. In fact you want to throw a weight into the grammar school scale against the weight of scholarships that is thrown into the scale of the elementary school?—An increased weight in favour of the grammar school seems to be necessary in the cases referred to.

14,811. Would you have the grammar school scholarships of a somewhat larger amount?—I think some of them would have to be.

14,812. (*Dean of Manchester.*) Would that be determined by the difference of fee?—That would be a consideration.

DISTRIBUTION OF SECONDARY SCHOOLS IN WEST RIDING.

14,813. (*Chairman.*) You propose to refer to and make some observations upon a map which shows the existing secondary day schools, and also the higher grade elementary schools?—Yes. That map I put in,—map No. 2. It shows the schools which we have recognised as secondary schools in the West Riding; they are indicated under certain heads; there are the grammar and endowed schools, shown by a round mark. If they are for girls they have a white cross on them; if for boys and girls, they have an upright mark. This map shows all those schools. Then the technical day

schools are shown by the squares, and with similar marks if they are for girls. The higher elementary schools, adopting under that term the classification of the Commissioners, are shown by an oblong mark, and the proprietary schools are shown by a triangle.

14,814. Have you any observation to offer upon the phenomena which are visually set forth on that map?—I wish to point out how largely these schools are centred in the boroughs and in the centres of population, and how under our scheme they are made to serve for the districts surrounding those places. That is the chief point that I have to emphasise from the point of view of the county council. It does incidentally show how side by side in the large towns you have a very varied provision of schools.

14,815. And I suppose it also shows that certain areas are deficient in the provision made for Secondary Education?—Undoubtedly it shows a very large area quite deficient in Secondary Education.

14,816. (*Mr. Lyttelton.*) That is mostly in the rural areas is it not?—Mostly.

14,817. (*Chairman.*) But not altogether; are there not some populous districts where manufactures have developed a large population within the last half century where the needful provision for Secondary Education is wanting?—I should say so, certainly. The mode of supplying that want is, of course, a matter of future consideration as to how far you would meet the case by setting up a grammar school of the first rank, and how far you would meet it by a number of lower rank schools for children going early into commerce, and so forth.

14,818. (*Sir Henry Roscoe.*) What is the condition of things, may I ask, about the town of Rotherham?—In Rotherham itself we have a grammar school for boys; there is no public school for girls in Rotherham. As regards the large places round Rotherham, there are no secondary schools at all, and if you refer to the per-centage, in the table you will find that the per-centage of supply for Rotherham is small, and, if you take it for the surrounding districts, very small indeed.

14,819. Is the Rotherham grammar school on your Table F.?—Yes; Table F. shows the schools receiving fixed grants, it is one of those.

14,820. (*Mrs. Bryant.*) What is the scale of the map?—Half-an-inch.

14,821. (*Mr. Hobhouse.*) With regard to the population mentioned in Table C. the "population of place where school situate" could you explain what "place" means there?—In every case we indicated to the schools who made us this return what the place was. In a borough we usually took the borough area; in some places we took what would be popularly known as the town. For instance, taking Bingley, we have taken the area of the Bingley Improvement Commissioners, which is really a town containing about 10,000 inhabitants; the township contains another 10,000 of a totally different character that is widely scattered.

14,822. The township is the rural area, I suppose?—A township is our local name for parish.

14,823. Then those populations, as a rule, only include the urban populations; they do not include the populations of the rural districts round the urban centres?—That is so.

14,824. Therefore they do not show entirely the deficiency of school supply?—No.

ORGANISED SCIENCE SCHOOLS AND SYSTEM OF SCIENCE AND ART GRANTS.

14,825. (*Chairman.*) Have you any further remarks to make in addition to what you have already said about the organised science schools, whether under school boards or otherwise?—The questions that I was asked by Dr. Fairbairn, I think, practically elucidated the points which I wished to impress upon the Commission, but I should like to point out that in several instances there seems to be no difference in principle between an organised science school conducted under the members of a school board or voluntary school committee, and an organised science school conducted by a local committee. I do not see that you can draw

any line between the two schools in point of rank in a number of cases; that is to say, that both are conducted under what is a local committee recognised by the Science and Art Department, both are unendowed, and both must be dependent upon earnings of a somewhat similar character.

14,826. Have you anything further to add to what you have said already with regard to the general working of the system of Science and Art grants?—I have not yet touched upon that point.

14,827. Something was said about it yesterday?—It was incidentally mentioned, but I should wish to hand in a table with reference to that called Table G.

14,828. Then you wish to refer to Table G., and give us some comments upon it?—Yes. That table gives an analysis of the income of certain grammar and technical day schools which are receiving aid from the county council. The letter "O" in that table indicates that the school is carried on as an organised science school; not necessarily the whole school, but certain departments of it, and the extent to which that affects the receipts of the school is very marked indeed. It is desired at this point to emphasise, from the point of view of schools of this character (that is to say, schools conducted under the Science and Art Department regulations, whether by school boards as local committees, or by other local committees), how important it is, from their point of view, to earn these grants; in fact, it will be seen, by referring to the table, that practically their existence is absolutely dependent upon the continuance of those grants. A number of other grammar schools, and some technical schools, who have not adopted the system of organised science schools, have been anxious to do so, but have found themselves precluded because it so fettered them in their ordinary curriculum; that is to say, that the number of science subjects, and the time to be devoted to them, has in their opinion so prejudiced their other work that they have not been able to avail themselves of that source of income. That tells much more in a smaller school than in a larger one, where there is more opportunity of specialising. That is really the main point to which I wish to direct the attention of the Commissioners, and it shows the importance of determining the position which the Science and Art Department has to exercise in the future of Secondary Education carried on in schools of this type.

14,829. (*To Mr. Brigg.*) Do you wish to add anything on this point?—No. I might say that Mr. Dixon and I have gone over the evidence to be submitted this morning in such a way that, I think, Mr. Dixon's evidence upon the subject will be quite sufficient without any remarks from myself.

14,830. (*To Mr. Dixon.*) Can you illustrate from any typical instance what the results of the action of the Science and Art Department are as regards the particular points that you were mentioning?—I am not attempting to urge at this moment that the action of the Department has had a prejudicial effect upon schools who are availing themselves of it. I do not say that I could not do so, but I would rather not urge that at this particular time. I merely point out that a number of schools have found themselves so crippled by the conditions that they cannot avail themselves of this source of income. We could in detail, of course, suggest exactly where we should like the system modified.

14,831. As we are upon that point, I will ask you, then, have you any suggestion to make as to the best means of avoiding the difficulties which you perceive?—Generally speaking, the compulsory hours to be devoted to science subjects should be shortened.

14,832. (*Sir Henry Roscoe.*) Fifteen hours it is at present?—It was 15; it has now been reduced to 13.

14,833. (*Chairman.*) And you would shorten them further?—I would shorten them further, and I would give much greater elasticity, so that, although a particular school for a particular class might think the 13 hours advantageous, yet, if it was pointed out that a shorter number of hours was desirable in the interests of some other class, the Department should

be prepared to reduce its requirements, or to modify them so as to meet the circumstances of individual cases to a much greater extent than they will do now.

14,834. (*Sir Henry Roscoe.*) Have we had from you the exact way in which this action is so prejudicial?—The way is that it does not leave enough time for other subjects of general education.

14,835. (*Dean of Manchester.*) You mean literary subjects?—Yes.

14,836. (*Mrs. Sidgwick.*) Is it that the hours left, after the 13 hours are deducted, are too few, or that the temptation to make sure of the grants, by giving more time to grant-earning subjects, leads to the 13 hours being exceeded?—I meant both, really.

14,837. (*Mr. Yoxall.*) But there are some 25 to 30 hours per week available?—Yes.

14,838. Do you consider that 13 hours per week are in themselves too many to devote to science, mathematics, and art in a school of that type?—In the case of some pupils they no doubt are. I can only say that a number of schoolmasters have found them so, and have therefore abandoned that source of income.

14,839. (*Chairman.*) Does it not depend to some extent upon the stage which the pupil has reached?—Yes, I think so. It might be that there are a number of pupils who could advantageously devote that time to it, but that you cannot take the whole class through.

14,840. Your general complaint I understand to be that the system is too inelastic?—That is very largely so.

HIGHER GRADE ELEMENTARY SCHOOLS IN RELATION TO SECONDARY EDUCATION

14,841. Have you any observation to make upon the extent to which the present position of higher grade elementary schools causes perplexity to the working of your county technical instruction committee?—We find ourselves overlapping at present to an inconvenient extent; we do not know how far their system of grants will be modified from time to time, and we therefore find ourselves placed in great difficulty in establishing classes of a permanent character; and the difficulties are still more felt, no doubt, by the actual local committees than by the county council.

14,842. Is it your view that, if the higher grade elementary schools continue, it would be well that they should be locally distributed somewhat more upon a given system and upon a regular plan than is the case at present?—That is very strongly the opinion which the technical instruction committee have formed.

14,843. Can you give us any illustration of the advantages which you would expect from such an arrangement?—I should point out the almost impossibility of establishing schools unless under such a system, because it really necessitates a considerable degree of combination, not only between school boards, but between school boards and voluntary school managers, because they are quite intermixed, not only as regards areas, but as regards the bodies acting in the same area; and therefore there must be some controlling body to take the supervision, and to ensure that any necessary degree of combination shall be carried out.

14,844. At present there is practically no authority which deals with this matter higher than the restricted local authority, that is to say, the school board or school committee, as the case may be?—That is so.

14,845. And you would like that either the Education Department or the county authority, should have some voice in the matter—let us say, should exercise some authority in the matter?—Yes, possibly, both authorities; but the matter would have to be carefully considered no doubt when the Educational Department have determined how far they will go in the way of aiding more advanced primary instruction.

14,846. Supposing that these schools were so placed as to serve parishes which have not hitherto contributed to them, would you consider that any new arrangement would be needed to secure the control over a larger contributory area?—I think that would be essential.

14,847. Can you indicate how you would effect that?—I would rather not, I think, indicate, or attempt to indicate that, until I know more precisely the departments to be assigned to the county councils and to the Education Department.

WANT OF TRAINED TEACHERS.

14,848. As regards the training of teachers, we have had a great deal of evidence, and the evidence has been almost entirely concurrent; indeed with the exception of one witness, we have had a completely uniform testimony to the value of such training, and therefore I will ask you to speak very shortly upon that; but still, I may ask you what you have to say with regard to the training of teachers?—This may really be treated as an amplification of the former part of our evidence, showing the necessity for the Education Department to effectively deal with the whole of the matters which properly come within the Department's purview. We certainly think that the training of teachers requires to be much more thoroughly dealt with than is now the case. I am speaking of elementary teachers.

14,849. But the teachers whom you have are all teachers who have been more or less trained in training colleges?—That is so.

14,850. In what respect then, do you, or does the county committee feel and observe an existing deficiency?—We find that notwithstanding that, they were quite unable to teach a large number of subjects which the Education Department from time to time scheduled.

14,851. You are referring more particularly to the subjects that come under the head of technical instruction, are you not?—Yes. I mean the elementary forms of technical instruction more especially; and there we have found that the absence of training on the part of the teachers has been a most serious hindrance.

14,852. Do you consider that their deficiency arises from a deficiency in thoroughness of knowledge of elementary science or from a deficient acquaintance with the methods of giving instruction therein?—Very largely from an absence of thorough practical knowledge—experimental work especially I refer to—in the teachers themselves.

14,853. But I call your attention particularly to the difference between the two sources of deficiency, namely, whether it is owing to their not having received a proper instruction in science or whether it is owing to their not having received a proper training in the methods of teaching science?—The two things, I think go rather together, because I fancy that for the most part, an intelligent teacher who has been taught ordinary methods of teaching and knows science thoroughly, will easily find out the proper method of teaching it. But we have very largely been met by the fact that those teachers do not seem to appreciate what are the methods of conveying instruction to a child's mind, even when they know the subjects themselves.

14,854. Does that remark apply only to scientific subjects, or generally?—We have specially remarked it in connexion with scientific subjects; but no doubt it has a general application as well.

14,855. (*Sir Henry Roscoe.*) They cannot make it simple enough, do you mean?—Yes, but it is partly because they do not know enough about it themselves.

14 856. (*Dean of Manchester.*) Do they know anything about it?—In some cases they do not.

14,857. (*Chairman.*) What I gather from you is that in some cases they are deficient in the art of illustrating science by experiments?—That is the case. It is clear that they could not have been expected to have this knowledge in former years, because they were not expected to teach it, but we think that now that the Government requires them to teach it, it is rather for the Government than for us to give their own teachers facilities for learning.

14,858. Has this been a practical hindrance in the way of the development of technical instruction by the county council?—No doubt it has.

14,859. Has it been felt so by the committee?—Certainly.

14,860. (*Sir Henry Roscoe.*) You are speaking entirely of elementary instruction?—Yes, at this moment. But I am simply dealing now with the necessity of the different Government departments undertaking and making themselves thoroughly responsible for what may be regarded as their proper sphere of work.

14,861. (*Chairman.*) The county council has endeavoured to do something itself to remedy this defect?—Yes.

14,862. (*Dean of Manchester.*) Has it made any representation to the Department at all?—Yes.

14,863. (*Mr. Yoxall.*) I see that your county council has arranged for special courses for teachers in agriculture, cookery, manual training, and Sloyd; is that the kind of training that you refer to, especially as subjects in which teachers show an incapacity to teach properly?—Those are subjects among many.

14,864. Are there any others?—On page 53 of the Directory you will see an analysis.

14,865. There, I take such subject as coal mining?—Yes. The first subject in the list, and a very large and important one, is preparation of object lessons in natural history.

14,866. Do you refer there to the preparation of objects for the lessons?—No, that is a special course at the Yorkshire College. You will find explained in detail, in another part of the directory, exactly the curriculum which it embraces.

14,867. Biology, again; is that one of the subjects to which you refer?—This list includes, as you will see, preparation of object lessons in natural history (that is at the Yorkshire College, Leeds), chemistry, coal mining, agriculture, biology, physics, elementary science, and cookery. Those are in that particular list, but there are a number of other classes as well.

14,868. (*Chairman.*) You referred us to Chapter VI. of the Directory, on pages 47–60, upon the subject of the expenditure which the county council has made under the head of training of teachers?—That is so.

14,869. Have you any views to give us as to the relations which must exist between secondary and technical education, and the way in which the teaching of them ought to be organised as part of the same system?—I think now that I have gone in a general form over the main points, which my committee especially desired to be brought before you, in order to show the work that they are carrying on, and the difficulties which they have met with, and incidentally certain suggestions. If I may now summarise what the committee desire especially to bring before you, it would be somewhat under these heads.

14,870. You are expressing generally through your evidence, and wherever you have not specially stated that you were speaking merely for yourself, the views of the technical instruction committee of the West Riding County Council?—That is so.

14,871. And what steps have the committee taken to enable you to speak on their behalf?—We have had this matter of the evidence to be brought before the Commission specially discussed at several meetings of our committee, at which various heads of evidence have been brought before the committee and discussed, with the result that the vice-chairman and myself were instructed to give evidence much on the lines that we have endeavoured to do; my evidence being more especially directed to give you the various facts which we have had to deal with, and the conclusion necessarily arising out of those facts; and the vice-chairman's evidences being rather more directed to matters of opinion which I could not properly deal with as representing the committee.

14,872. Will you proceed, please, with your summary?—The first point that the committee wished to establish is that secondary and technical education are inseparably connected, and that they must necessarily be

PRINCIPLES OF ORGANISATION OF SECONDARY AND TECHNICAL EDUCATION.

organised under one controlling body. They think that the character of the scheme which they have carried out in the West Riding, and which in some respects resembles schemes carried out in Welsh counties, being organised on the county basis, exemplifies, what all those schemes show, namely, the inter-dependence of the two subjects, and how they may be carried out side by side. Secondly, they think that it is essential that the controlling body must deal with the county area, necessarily including the ordinary or non-county boroughs, whatever may be done as to county boroughs, leaving that question on one side for the moment. They further point out that they are such a controlling body under the Technical Instruction Acts; that they are already covering the ground as regards Secondary Education to a considerable extent; and they think that the scheme adopted in the West Riding shows the outlines of an organisation capable of extension without difficulty, so as to provide in a large measure for Secondary Education if that should become the special duty of the county council. This remark applies to action under any Act passed on the lines of the Secondary Education Bills, especially the Bill of last year, 1893; but if legislation should proceed on more ample and full lines as the result of this Commission, they still think that a scheme on some such lines as the one they have adopted might be adapted to the altered conditions introduced by legislation. They point out, in regard to the alternative to the county council being the head authority (I am now putting in the county council as distinguished from a general authority of some other kind), that the county council is the rating authority for all purposes, including the Technical Instruction Acts, and they think that it would be altogether contrary to the spirit of those Acts, and to the spirit of the Local Government Act, 1888, which even provides that the powers of Government departments may be handed over to the county council, to take away those powers from the county council. Another point which they wish to emphasize is the necessity for co-ordination of the central departments in London under one head, so as to prevent undue overlapping as between the departments themselves, and also as between those departments and the county councils and local committees. In regard to questions which have been addressed to us by the Commission, I, perhaps, ought to refer to what I think was described as the provincial authority. I may say at once that I have had a conversation with Mr. Fearon, and I recognise in what has been said as to a "provincial authority" an idea which I know Mr. Fearon has.

14,873. The expression dates from the Schools Inquiry Commission Report of 1868, as you are aware?—Yes; but in conversation with Mr. Fearon I recognised the same expression, and I know, I may say, generally speaking, what his views are in connexion with it.

14,874. We have had his views in evidence?—I was merely leading up to what I was about to say, because the vice-chairman and I were both cross-examined as to whether we were in favour of a provincial authority. I do not think that the proposed functions of that provincial authority were clearly defined to us when the questions were put; but I think I should say, in the first place, that the county council has not as yet formulated any opinion as to the setting up of an authority of that kind. I understand by a provincial authority some authority invested with definite powers extending over some considerable area, probably a group of counties, including county boroughs if they are recognised as separate local authorities. I may further say that it would be very difficult for the county council, or for us, to express any very definite views as to that authority until we know exactly what its relation would be to the other portions of the scheme; because the question of who has to provide the funds bears very directly upon a question of that sort; and, in fact, it would be necessary to have the whole scheme before one in order to be able to give a very definite opinion as to a question of that kind. But, speaking generally, I may say that while it is quite clear that combination is absolutely essential, especially in the smaller counties, yet in view of the fact that the larger counties, such as the West Riding, will be very largely self-contained, that is to say, that they may and would in some

cases provide a staff for which smaller counties must look to the provincial authority, my opinion would be that in the first instance the Act should hardly go beyond setting up some simple machinery by which the educational authorities might combine, and so form an educational council or board.

14,875. (*Sir Henry Roscoe.*) As was done under the Technical Instruction Act, 1891?—I do not think that any board quite of that kind was set up under that Act. What I had in my mind was some provision in the Act by which county councils and county boroughs might set up an educational council, which they might from time to time invest with any functions which they might find convenient and desirable. I do not think, from what I know of the West Riding County Council, that they would like to be under definite compulsion to go to a board of that kind as to some set of duties stated in an Act of Parliament; they would like something much more elastic. I think they would prefer to act, as far as possible, on the lines that they have observed before; that is to say, when they have a joint interest with some other authority, they go to that authority and talk the matter over.

14,876. (*Mr. Lyttelton.*) You would make any such action quite voluntary?—Yes, I think so, as far as possible; and trust more to voluntary co-operation than to compulsion. If hereafter it is found desirable to put the matter into a more definite shape in an Act of Parliament, then probably the experience which would have arisen would give a very clear line as to what would be required. I think, as to governing bodies, I stated pretty clearly what apparently are the views of the county council. They are not anxious, in fact they are unwilling, as far as it can be avoided, to take up the actual carrying on of the schools themselves, but they think that it would be a convenient power to have in an Act of Parliament; that is to say, an Act might enable the county council to become the governing body for a group of charities, or for such charities as might be found advantageous from time to time, instead of saying the county council shall be the governing body for the county. That is somewhat a matter of my own personal opinion, and I gather it would be the view of the county council from what their action in the past has been.

CONSTITUTION AND FUNCTIONS OF LOCAL AUTHORITY.

14,877. (*Chairman.*) Then assuming, for the sake of argument, that a county authority for Secondary Education generally were to be established, it is clear that its powers would be very much larger than those which the county council now has merely in respect of technical instruction; would it be, therefore, the opinion of the county council, so far as you know, that they should be continued as that county educational authority with their present composition, or that there should be added to them a new element, whether co-optative or representative, so as to enable them to discharge those larger functions which such a change would involve?—The county council has not absolutely gone beyond saying that they are content to work under such an Act as the Technical Instruction Act, which enables them to co-opt other members; but so far as I have been able to gather, it is the general view that they would be prepared to receive a certain proportion of representative members if it should be thought desirable; that is to say, that they would have no objection to the Act of Parliament stating that to the educational committee should be added certain other members.

14,878. Then would they consider that in such a case, while the rating power remained in the county council, they should be required to exercise their rating power on the recommendation of such a composite body?—That involves the question of whether rating is to be compulsory at all, I think.

14,879. Assuming, for the sake of argument, that such a rating power were vested in the local authority, and assuming that it was continued in the county council, would they be willing that that power should be exercised upon the direction of the educational authority so constituted as you have suggested?—I think it is very much open to question, but I am

not in a position to say that they would be willing to submit to compulsory rating under the direction of anybody at all.

14,880. What do you mean by compulsory rating. Rating, as regards the taxpayer, is necessarily compulsory?—I mean as regards themselves; that is to say, that they should be compelled, either under Act of Parliament, or in some other way, to levy a rate. If that was introduced into an Act of Parliament, I should not like to commit myself to an opinion.

14,881. The alternative, if the rating power were retained, would be that the new authority should have the rating power itself?—It would, if there is to be a compulsory rate for Secondary Education.

14,882. I do not understand what you mean by a compulsory rate; every rate is compulsory?—By compulsory I meant a rate which the county council, or some other body, is compelled to levy by Act of Parliament.

14,883. The county council now has itself a rating power?—Yes, the county council now has a rating power, but it is not compelled to lay a rate. I think it is quite clear that the county council would wish to retain the rating power in itself. I was under the impression that you were asking whether the Education Committee should have a power to compel the county council to lay a rate. We have several committees which have that power now, and can compel the county council to lay a rate to any amount that may be necessary.

14,884. (*Sir Henry Roscoe.*) For educational purposes?—No, for other purposes.

14,885. (*Chairman.*) Then supposing, for the sake of argument, that the new educational authority were to consist of an educational committee of the county council *plus* other elements, whether representative or co-optative, are you in a position to suggest what those other elements should be?—I think not; I think we should rather wait for suggestions. I understand that there are a number of bodies anxious for representation. The only condition that the county council would make would be that their numbers should be considerably in excess of the compulsorily added members.

14,886. Upon what ground would they make that condition, upon the ground that they are at present in control of technical instruction, or upon the ground that they are otherwise the fittest body?—One very important ground would be that on the recommendation of this body they would be asked, or might be asked, to levy a rate; and I think that there would be a great reluctance to do that, unless they felt that their own members had the controlling voice. That would be one very important reason.

14,887. Would not that depend to some extent upon how far the added elements were themselves representative in character?—No doubt it would, but I still think it would be essential that members of the county council should practically have a paramount voice.

14,888. Have any methods been suggested, or recommended themselves, to the county council, whereby school boards or other local educational authorities might be represented?—The county council has not considered that point. Up to the present time it has not been thought expedient to put persons actually engaged in teaching on the committee.

14,889. I said school boards?—No, it has not been considered.

14,890. Or other educational authorities, including, for instance, the governors of an important endowed institution?—We have several such members on our committee, and I think, if we had not, we should undoubtedly have taken care to add them.

14,891. But you have them on as co-optative members, I gathered from you?—We have them on really in both capacities; for a number of our members of the county council are members of governing bodies.

14,892. Have you co-opted any persons expressly as being members of school boards?—I think we have taken that fact into consideration in co-opting

14,893. (*Sir Henry Roscoe.*) Have you co-opted any member representing the voluntary schools?—Not *qud* representatives; at the same time we have co-opted a gentleman who is amply qualified to represent them.

14,894. (*Chairman.*) Have you anything to add to what you said to us yesterday, with regard to the relation of county boroughs to county councils. You did not go far into that yesterday; I do not know whether you have anything further to add upon the point?—I think not, unless the Commission desire to ask me a question upon it.

14,895. I want merely to give you an opportunity of adding anything to what you said yesterday?—So far as I remember, my remarks covered the point.

14,896. (*To Mr. Brigg.*) Have you anything to add to what Mr. Dixon has said on these last heads?—No, I do not think there is anything that I need add. We have gone briefly over the details of these cases, to save the time of the Commission, and we practically agreed as to what would be the line of evidence to be given; we thought it better that Mr. Dixon should give this evidence entirely himself, so as not to break the continuity of the examination.

14,897. (*Sir Henry Roscoe to Mr. Dixon.*) With regard to the question of time occupied by the syllabus of the Science and Art Department in the organised science schools, I should like to ask whether you have made any representations to that Department as to your view of the question?—Yes, not very recently though.

14,898. What was the answer that they gave, may we inquire?—It was an official answer, and of a very indefinite character; but we have known that representations were being made in another quarter, and practically we have identified ourselves with another body.

14,899. May we ask what that body is?—I refer to the Association of Organising Secretaries.

14,900. Is the Association of Organising Secretaries in communication with the Department on the subject, or have they received from the Department an answer?—I think I may say that they are still in communication, but I believe, and I have certainly reasons for thinking, that the Department will somewhat modify its requirements.

14,901. Do you express in what you have said, not only the feelings of your committee but the feelings of your association?—I have no doubt I do. I have not referred to the question of grants for results, which you have no doubt had amply before you.

14,902. I simply refer to the question of the time, and the relaxation of the syllabus in those particulars?—So I understand.

14,903. You have given us the view which your county council hold with regard to the formation of a local authority, and I should wish to ask you, first of all, whether you have considered the question of the proportion which should exist between the number of councillors, and the number of external members of the committee or board?—The county council, I think, have not formulated any definite opinion on the point; further than saying that they must be beyond all question paramount.

14,904. Do they desire that those external members shall be nominated by co-option?—No doubt some of them should be nominated by co-option.

14,905. And by the nomination of the county council at large; or by the nomination of those portions of the councillors who are chosen to sit on the board?—I think it would probably be convenient that suggestions should come from the educational body itself; but the county council would require to have the power of appointment.

14,906. Then that co-option would be entirely free, without any special designation of the co-opted members as representative persons?—Yes. On that point, in its own interest the county council would like to have power to add any persons that it might think fit to the committee.

14,907. Not belonging to their body?—Yes. But other bodies would like power, as I understand, to send representatives, and, within certain limits, the county council, I understand, would be prepared to welcome those representatives.

14,908. Have your council considered the question of representative councillors; whether, in addition to the externally co-opted members, it would be advisable to add a certain small proportion of members nominated by the central educational authority for example?—On that point the evidence I have given is that if the Act of Parliament says that the committee shall include certain representative elements, there would be no objection raised by the county council, I have not gone at all into the question who should be represented.

14,909. But whom they should be nominated by is my question?—That has not been gone into at all.

14,910. Then I should like to ask, has your council felt any difficulty in the fact, that the apportionment of the money, known usually as the whiskey money, is not necessarily all devoted to the purposes of secondary or technical education?—We have found no such difficulty in the West Riding, because there has been such a strong consensus of opinion that it should all be so devoted.

14,911. But you are aware that in many counties, and, I suppose, in certain county boroughs also, the whole of the money is not thus devoted?—That I know. I simply spoke of the West Riding. I said that we had not found a difficulty; but, no doubt, if we in conjunction with other authorities were carrying on a system of Secondary Education, we clearly should find a difficulty, unless they were willing to do their fair share of helping schools which we also were helping.

14,912. Would you like to see a clause in the Act allocating this money definitely for the purposes of education?—I think it would certainly be an advantage. It would certainly give much greater confidence to the local committees and others carrying on the work. I think it is in every way desirable that it should be so allocated.

14,913. (*Dean of Manchester.*) It would ensure continuity, would it not?—Certainly.

14,914. (*Sir Henry Roscoe.*) Would you give the central authority, in the case of a formation of a board such as you have suggested, any voice or power in case of defaulting action on the part of the county council, or of its board?—Do you refer to the central authority in London.

14,915. I refer to the case which has happened with regard to the formation of a school board. For example, if the school board does not do its duty, the Education Department can step in, and can dissolve the school board, and can actually appoint a new one. Are you of opinion that any similar regulation should be inserted in the Act with regard to Secondary Education?—Effective pressure of that kind would mean, in the last resort, power to spend money at the expense of the county council, and I am bound to say that I see a difficulty. I certainly think that the central authority should have power to point out where a deficiency occurred, and no doubt they would retain considerable authority if they were giving grants, because they could withhold their grant unless they were satisfied, either as to a particular school or as to the general provision.

14,916. But under your proposition the grant is in the hands of the technical instruction committee?—Yes.

14,917. Do you think that there ought to be any kind of central control, over the board thus constituted?—I think that there would necessarily be some kind of central supervision of a general character; but the more we are independent of that practically the better, perhaps.

14,918. You do not wish for unnecessary interference?—No, we do not in any way. I am supposing that there will, in some shape or other, be a considerable sum voted by Government; and I am rather assuming

that in connexion with the vote there will be some kind of central supervision.

14,919. But we have not heard from you at all, I think, that any Imperial grant is to be made?—I have pointed out that a slight relaxation of the Science and Art Department's regulations would probably lead to a very largely increased call upon them, and that if the government is willing to go on making those grants on something like the present lines, they will undoubtedly find themselves contributing a very large sum indeed to a certain branch of Secondary Education.

14,920. And you think that the central authority should only have control over an Imperial grant of that kind?—Yes, I think so. I do not think that the county council would like any central authority to control any portion of what it would regard as its own funds.

14,921. (*Mr. Lyttelton.*) I understand that the opinion of the county council is that it should have control over the rating power?—Yes.

14,922. Would that control be sufficiently guaranteed by their having a majority of members on the education committee, or would any further restriction be necessary?—I do not think that they would wish the education committee to have power to say to them that they should necessarily levy a rate.

14,923. Even though that recommendation was made by a majority of their own members?—I think not. I think that the county council itself would require to be the supreme rating authority, and the only rating authority.

14,924. I want to ask a question on quite a different subject. Have you any opportunities, or are you allowed by the Technical Instruction Act, to encourage the study of music in any way?—Yes; if we were to point out to the Science and Art Department that owing to the special circumstances of our district music was desirable, I believe that they would schedule it as a technical subject, and then we could make grants. As a matter of fact we do not make grants for music, although it is scheduled in some counties.

14,925. Yet yours is an exceptionally musical part of England?—Yes; we may have found that the people were able to take care of themselves, and that we have not been obliged to spend money on it.

14,926. And you have not had any local demands made upon you for that purpose?—Not seriously.

14,927. There is one more question that I wish to ask you. Have you found as a matter of fact that the provisions in the Act under section 1, (1.) (*b.*) and 1 (1.) (*c.*) about denominational schools, has prevented any large number of schools from taking the benefits of your grant?—Not many, but some.

14,928. (*Mr. Llewellyn Smith.*) Could you tell us to what extent the West Riding County Council has delegated its powers to its technical instruction committee?—They have delegated all their powers to the committee, subject to the provisions of the Local Government Act, which require that any money grant by the county council should be made on an estimate approved by the finance committee. Subject to that restriction the committee has full power.

14,929. They have gone as far as possible to divest themselves of control, and put it in the hands of the committee?—Yes. As a matter of fact we do go to the county council whenever we contemplate any considerable alteration of our methods or any additional expenditure.

14,930. But that would be simply for the information of the council?—Largely so; but it is desirable that the members of the county council should feel that they themselves are effectually dealing with the subject.

14,931. I mean to say, that your detailed schemes do not have to pass through the county council to be approved by them?—We did originally submit the whole of the scheme in the form of a pamphlet to them; we

submitted all our regulations; but if from time to time we want to make slight modifications, not involving an important new departure, we do not submit them to the county council.

14,932. Let me put it in this way: You do that because you consider it politic to do so, but at the same time the technical instruction committee has power to make changes of itself?—Under the words of delegation it certainly has. (*Mr. Brigg.*) It is the intention of the committee to cause the whole of the council, as far as possible, to know everything that the committee does, and in order to do that it works out in this way; that every district committee has on it members of the council, so that literally every member of the council is on the district committee for the purposes of technical instruction in his own district; thereby every councillor and every alderman is literally distinctly interested in this work in his own district. It is quite different from every other committee. Other committees of the council have of course definite work to perform, which that committee performs for the whole of the council and for the whole of the area; but in this case, every local committee containing members of the council, and having their work to do in their own district, it is literally as though the whole council was subdivided into a number of committees, and those having their local districts to attend to, they cannot help, so to speak, knowing everything that is going on in technical work. There are some, of course, who take a more active part in it than others, some very energetic, and some rather apathetic, and the only object of the committee is, of course, to stir up those places that are sluggish, and to put on fresh members of the committee if they do not attend, and to take steps in order generally to bring the condition of the local districts before these local committees; so that we have actually the consent of every member of the council, so to speak, to the work of the technical instruction committee. That is the position of things.

14,933. (*To Mr. Dixon.*) One reason why that is very important, I suppose, is that you are dependent on the annual grant from the county council?—That is so.

14,934. And it is important that you should carry with you the support of the whole council?—Yes.

14,935. In any new legislation that you contemplate for Secondary Education, you contemplate that it should include the power to set up new schools as well as to aid existing ones?—Yes.

14,936. I gather that your scheme at present is mainly one of aid, but that, although you might not think it well to use to the full extent the power to set up schools, you have that power under the Technical Instruction Act, and would claim to have it under a Secondary Education Act?—Yes; I think that any scheme for the whole country must necessarily include such a power.

14,937. Where, under that Act, you have set up a school, do you think that provision should be made compelling the local authority to maintain it? You see the point that I mean: that at present there is a grant which may be withdrawn at any time, and, if so, what kind of provision is desirable, with that end in view, to enable permanent appropriations to be made in some way. In the Elementary Education Act there is machinery for the purpose, namely, that the school board is required to maintain the school; and in the Welsh Intermediate Education Act there is another provision, by means of tying up the money, in schemes of the Charity Commission. What, if any, provision do you contemplate for the purpose?—At present I am bound to say that I have not contemplated anything further than what has been proposed by previous Bills; that is to say, to throw the duty upon the county council, and, coupled with that, some central aid and supervision, to point out if there is neglect of duty. If you go beyond that, you apparently introduce the question that I referred to before, of compelling the county council to lay a special rate. (*Mr. Brigg.*) The great probabilities are, that in that case you would have funds arising from charities which could possibly be devoted to that purpose.

14,938. (*To Mr. Dixon.*) Would it not be possible that this situation might arise, that the Secondary Education Committee might have a certain policy, and set up certain schools, and then find itself unable to maintain them efficiently because it had not the power of precept and the county council might refuse one year the rate that it had levied before. How would you meet a difficulty of that kind?—If the county council had set up a school itself it seems to me that there would be a stronger inducement to it to go on maintaining that school, than in the case of a school which it was only aiding.

14,939. But the school would be set up, I imagine, by the Secondary Education authority?—It would be set up out of what the county council would feel to be its own funds, and therefore it would have a strong inducement to maintain that school. I am bound to say that I have not contemplated any power of compelling the county council to continue to aid that school; but I think your question rather involves the question whether appropriations by the county council ought to be in the nature of endowments.

14,940. That would be one particular method in which that compulsion might be exercised. I should like to hear your view upon that; that is the method of the Welsh Act?—I could scarcely go beyond saying that I think the county council would submit to that course in respect of funds of a permanent character; that is to say, that if certain endowments and other sources of revenue were placed at the disposal of the county council, then those might be definitely appropriated.

14,941. Or if the local taxation fund was permanently earmarked for education?—I would really rather not express what would be the view of the county council on that. (*Mr. Brigg.*) The practical working of it would be that the school should always be self-supporting, after having got the buildings provided. If the school was not self-supporting, if the population moved away, and the school was not wanted, the Committee could build a school somewhere else. I should look upon this from the practical point of view, that we should expect those schools to practically maintain themselves after the buildings have been erected, and the place was in working; but if, from any reason, the population was to move away; supposing that it was a colliery district and the population migrated to another locality altogether, it would be hard to call upon their county council to maintain those schools when there was no population to go there. Unless the school is practically almost self-supporting it would be a very serious thing to have to subsidise schools in that position.

14,942. (*Mrs. Bryant.*) Then you contemplate a fee-supported school?—They ought to be self-supporting.

14,943. (*Mr. Cockburn.*) All these schools, in your judgment, ought to be self-supporting after the buildings and equipment are provided?—I am speaking of the aid that they are now receiving, I do not mean from the fees only. I speak of schools that I know where the grant already received from the Science and Art department, the grants received from the Cloth-worker's Company, and from the technical instruction committee, and the fees from the scholars, together amount to a sum sufficient to maintain the schools.

14,944. Then anyhow you do not contemplate at all the imposition of any further rate or any further Government aid, beyond that which is to-day provided?—I am only speaking of course with regard to those districts with which I am more particularly acquainted where there is a fair amount of population. There may be isolated districts in country places that would require some help of some kind; but I should be very slow to avail myself of that, if I could manage it in any other way.

14,945. (*Mr. Llewellyn Smith to Mr. Dixon.*) Passing to another subject, I gather that your general view is that no line can be drawn between technical and Secondary Education?—That is so.

14,946. You would wish that the provisions of any new Act should extend to Secondary Education the powers that you already possess for

technical instruction?—I think that that would be a necessary part of any such Act.

14,947. Do you think that the effect of the widening of those powers would be to introduce the necessity of some new conditions which are not required in the Technical Instruction Act; I mean in the way of limiting powers. I will give a single example to show the sort of thing that I mean, namely, for the protection, say of private schools, or the protection of existing schools, as against unnecessary multiplication of schools, or similar points of that kind which did not arise in the case of technical instruction, because the field was not covered in the same way?—I think that some sort of general supervision might probably be exercised by a central department; but clearly the interest of the local authority is so strong to prevent the undue multiplication of schools and overlapping, that that would be one of their very first objects.

14,948. It would be with a wise authority, no doubt; but all authorities might not see it so strongly; or they might take action that would have an effect that they did not contemplate at first?—I think that the extent of supervision by the central authority would largely depend upon the position that they would be prepared to take up in the way of finding funds.

14,949. But any restrictions that were imposed, I imagine, would extend to technical education as well as to Secondary Education?—I think so.

14,950. What provisions have you made with regard to the forbidding of the farming of the schools. You referred to that in your evidence, but I do not know that you developed it?—The county council have said practically, that a school that is farmed to a teacher in any shape is practically a private profit school. There are other objections to the system as well, and we have refused to give grants to such schools. The county council requires, in all cases, that the teachers shall have some fixed salary; some other portion of the salary may be dependent upon a portion of the capitation fees, or some elastic source of income. I may say that we found one very important grammar school practically carried on by the direction of a governing body, in that way; that is to say, that the whole available balance was handed over to the headmaster, who had to find his staff, and so forth.

14,951. (*Dean of Manchester.*) It is not an uncommon case, is it?—It is uncommon in the West Riding.

14,952. (*Dr. Wormell.*) I should like to ask you one question about the authorities; I am not quite sure that I understand your view. I understand you to say that you desire to see one local authority, I suppose such as your local committee, and one central authority, and that you see no necessity for anything further—anything intermediate between them?—I think that there will be practically a necessity for an intermediate body, and most certainly with regard to the smaller counties; but I do not think that it would be expedient, in the first instance, to set up definitely what I understand to be a provincial authority, endowed with full powers of compulsion over the county council.

14,953. I have only one other question to put to you. Going back to the list of schools in Table F., I should like to ask you where the initiative lies; do you offer grants to the schools, or do the schools apply to you?—Sometimes the one and sometimes the other; but generally speaking, we communicated with all the schools, we placed before them our scheme, and we drew their attention to the facts of the case. In other cases we have made very special and direct representations to the school; we have sometimes asked them to undertake particular work. We have, in fact, varied our mode of procedure according to circumstances.

14,954. Then if a school does not appear on your list, are we to suppose that the school has not availed itself of the offer, or has not applied?—If we wanted a school particularly, we should press them, although they might not, in the first instance, come forward.

14,955. Do you mean if there is a demand for the use of a school, that is to say, if scholars wish to go there?—Yes, that is one point. If we are dependent on that school, we endeavour to make it available; if, on the contrary, we think that there is a better school, we probably leave the other school alone, and wait until they ask us for money.

14,956. Then as regards the higher grade school at Leeds, do you apply the amount for the 46 scholars to the school itself, as you do to the other schools?—Yes, exactly.

14,957. (*Mr. Fenwick.*) It has been suggested that Secondary Education should be free; how far do you agree with that opinion?—That would be a matter for a scheme hereafter, and I do not think that I could give an opinion upon it. I think that, to some extent, you would have to be guided by the character of the population that was going to be supplied, both as to the amount of free education, and the cheapness of education. For instance, if the population is mainly of a very poor character, it would be useless imposing very high fees; whereas in a richer community, you might think it advisable to derive a considerable revenue from the rich population.

14,958. Then do you think that it would be possible to make a distinction between rich and poor districts, and to have a graduated scale of fees?—As a matter of fact, now, the fees do vary in different schools; and in each case, I think one would have to consider, if one was responsible, what would be a proper fee to charge. If the county council or some other body was to say that there should be free Secondary Education, that is another matter, of course. I am simply dealing with things as they are, and having regard to existing schemes.

14,959. (*Mr. Yoxall.*) I think you said that you found that teachers were often unable to teach subjects for which they possessed South Kensington certificates, and that, therefore, you had arranged special classes for them?—That is so, in some instances.

14,960. But I suppose you know that at least half the subjects in your special classes are subjects that are new, or comparatively new, for which the Science and Art Department do not issue certificates?—That is so.

14,961. Therefore your remark should be qualified to that extent, should it not?—Yes.

14,962. Do you admit to those classes uncertificated teachers and pupil-teachers who have not been trained?—Yes, to some of them.

14,963. That is another qualification, I suppose, of your previous answer?—Yes.

14,964. I suppose that you would agree with me that where teachers have received South Kensington certificates in certain subjects to which you refer, the fact that those certificates may have been too much based upon examinations and paper work and not upon practical work, would prejudice the result, and, to some extent, account for any weakness in actual teaching to which you refer?—I do.

14,965. Have you found other teachers not holding South Kensington certificates, and not employed in elementary schools, any better equipped for the work of teaching your science classes?—As a rule we have not been able to find any other class of teachers, but in some cases we have.

14,966. Are there any teachers who are nominated or accredited by local associations of teachers, either primary or secondary, or both, within your area co-opted on your committee or district committees?—No.

14,967. Have you any representatives of the school board, or voluntary school managers, as such?—Not as such; but we have, as you are aware, one of Her Majesty's inspectors among the co-opted members.

14,968. But you have not officially taken notice of the body of teachers, as such, or the body of school board managers or voluntary school managers, as such?—No.

14,969. And yet you recognise, I suppose, the importance of co-ordinating the work, so far as possible, and of bringing the authorities and teachers for primary education into distinct touch and co-operation with the authorities for Secondary Education and technical education?—Yes. We have relied, so far, on conferences, and other methods of keeping in touch.

14,970. But I understand that, supposing an Act of Parliament were to require that you should admit to the new board, partly constituted by your county council, representatives of the kinds to which I have referred, your county council would raise no objection?—I should think probably not, I cannot say certainly.

14,971. It is not likely to be a question of principle with them?—I am not aware that it would be, not necessarily.

14,972. Do not you think it would be wise for them even now to co-opt such representatives upon their body, as it is not a question of principle, and if it is manifestly desirable that they should do so?—I cannot express an opinion upon that. It would be for the committee to consider.

14,973. You seek power to aid, even to a greater extent than you now do (which is a remarkable extent compared with some other county council committees) the purely secondary as opposed to the technological education of the children?—Yes; no doubt that is desirable.

14,974. Do you suppose that you are spending now all that you need to spend, or all that you ought to spend, if more funds were placed at your disposal, upon the purely technological instruction of a people who are so much employed in agriculture and manufactures as the people of the West Riding are?—I think that a very much larger sum could advantageously be used.

14,975. And yet you propose to use more of the sum than you use at present upon the purely literary, as distinct from technical, Secondary Education?—No, I am not contemplating that out of our present funds, I merely say that in the abstract it would be desirable.

14,976. May we take this to be your position: that more money is required to be spent on Secondary Education, which may be taken to include necessarily technical and technological education?—Yes.

14,977. More money is required than you have for the whole purpose?—Yes.

14,978. And that you would prefer, if you had more money, to expend the money upon the two sides of education, the literary side and the technical side, in something like the proportion that you grant it at present?—I could not say what the proportions would be in that case, they might vary.

14,979. My point is this: that although you wish to be enabled to spend your money with more freedom upon the promotion of literary Secondary Education than you can at present, you do not feel that you can, with satisfaction, divert any more of the existing money at your disposal than you now divert towards that purpose?—Not having regard to the Technical Instruction Act.

14,980. And you recognise right through that it is desirable to spend a very considerable sum of money indeed on the technological instruction of people like the English people?—That is so, especially in the West Riding.

14,981. Would you argue that Secondary Education proper, literary Secondary Education of the endowed grammar school type, ought to receive a special State grant for its maintenance?—It would be a great assistance if such a fund were available.

14,982. And you would prefer that to any manipulation of the Local Taxation, Customs and Excise, fund?—Do you mean the existing sources of income of the county council?

14,983. Yes?—I do not see that any manipulation would add materially to the amount.

14,984. When I said "manipulation," I meant any readjustment of the method in which the money is spent?—It is very questionable whether any readjustment would have advantages.

14,985. Therefore, almost necessarily, there must be a new State grant in favour of Secondary Education?—There must be some more money from some source.

14,986. (*Mr. Cockburn.*) Are the members of your technical instruction committee elected or selected on territorial grounds, or because of their special fitness for such work?—On both grounds. If we have a large area without a member on our committee, we look round for the best man we can find. I may say that our committee represents, roughly speaking, a fifth of the county council; that is to say, that every one of our members represents on an average a population of 65,000 or so, and we generally find, I may say that we always find, that we can select a suitable man for the territory in question.

14,987. And you regard it as essential that the technical instruction committee should be something like representative in character of the population, or of the area?—Yes.

14,988. And not selected simply out of your 120 members because they may be thought to be specially fit for the work in hand?—That is so; but if the territorial representation did not give us all the men we wanted, we should certainly add specially fit men who are on the county council, even although it might make one locality apparently over-represented.

14,989. Is your figure of 24 members a haphazard figure, or is it arrived at by any definite system?—It was arrived at really by considering what was practically convenient and necessary. We did not want too large a committee. I may say that we started with a rather less number; then, owing to the increasing interest, we found an increasing desire of members to be on it, and so the committee has grown to its present number.

14,990. Do you find 24 quite adequate for the whole of the West Riding?—I think so.

14,991. Then, in your judgment, would a much smaller number be sufficient for a much smaller area, and a smaller population?—I should not like to say the proportions which might be desirable elsewhere.

14,992. I take it that you would not advocate a committee of 24 selected councillors for the county of Rutland?—Certainly not.

14,993. Then the number must follow either area or population, I take it?—Of course you must necessarily have a larger proportion for a less population; in fact, you want the best working committee that you can get, whatever your area is.

14,994. Do you think that the number to be selected from the county council, and the number to be co-opted, should be fixed by legislation, or left to the locality?—So far as possible it should be left to the locality, that is to say, to the local authority.

14,995. That is, to the county council?—Yes, in the view I have been putting forward.

14,996. You have two or three times expressed a very fervent hope that the county council element on the new committee may be paramount in number. You have got, I see, five-sixths; would two-thirds, in your judgment, be quite sufficient to guard your position?—I can certainly say that the county council would not be content with less than two-thirds, and I doubt whether they would consider two-thirds enough.

14,997. Can you give us any reasons why two-thirds should not be enough. Is there anything else than simply safeguarding the rating power, or the power of the purse; is there anything else to be safeguarded than that?—I think it is desirable that that committee should be

very amply indeed in touch with the county council, and that they should not feel that there was too large an outside element, or there would grow up to be a suspicion that, what some members of the council would think the education fads of a variety of outside bodies, were introduced, and were warping the otherwise excellent judgment of their own members. In fact, they would, I think, be rather suspicious of the committee unless the county council members were in a very considerable preponderance.

14,998. Would not all the necessary protection of that kind flow from the fact that the county council were left absolute in jurisdiction as to the number and quality of the co-opted members?—But I understand that there is a proposal that a certain number of representative members should be added.

14,999. I think you did not understand that from me. I will come to that directly. Assuming that the county council themselves co-opt the whole of the men, is there any need to take very special measures for safeguarding the exclusion of faddists?—I am not calling them faddists.

15,000. I understood that it was your word?—I only say that there might be members on the county council (I do not say that there are now, but we have a general election in March) who would use such an expression.

15,001. Supposing that an effort were made to secure by legislation a distinct proportion of representatives from certain bodies, could those bodies, with any kind of confidence, depend upon their being co-opted by county councils?—That I really could not say until the county council has considered every one of the representatives in detail.

15,002. Your practice has been to judge every man on his own merits?—Yes; and in the same way, if any particular body asked for representation, we should consider whether that body ought to be represented.

15,003. Might one third as many members as the county council members be expected to be an acceptable proportion?—I mentioned that as being a limit which certainly should not be exceeded, and I doubt if it is not too high.

15,004. Then would the county council element regard representatives nominated by the central authority as on the same footing as the co-opted members, and liable to be as dangerous?—I do not say that they are dangerous at all. I merely mention what I think might arise gradually if you introduce too large an outside element.

15,005. Then you do not see your way to letting this new board or body have the rating power?—Certainly not.

15,006. Without appeal to the council?—Neither with appeal nor without appeal. I think it is entirely impracticable to set up a new rating authority.

15,007. But I take it that you would allow and would expect this new body to conduct the whole of its educational scheme without trammel or hindrance from the county council as a whole?—I think it would be very unfortunate, indeed, if they were so.

15,008. If they were trammelled?—I think it would be very unfortunate if they were without trammel. I think it is essential, if you make the county council the authority, whatever education committee you may have, for the local authority to be very closely, indeed, in touch with the educational body——

15,009. But the educational body is the local authority?—No; the educational committee or body is members of the county council, *plus* somebody else.

15,010. Would you have them come back to the council to receive the council's endorsement of all their educational schemes and the spending of their money?—I think that is essential.

15,011. Would not that be compelling them to appeal to men who know nothing of the details of the work in hand?—What would happen would

be that from time to time that committee, as I understand, would place before the county council certain proposals which would involve certain expenditure, and the county council would have to say generally from time to time whether it sanctioned those proposals or not. That is what is done now in the West Riding.

15,012. Is not that practically reducing this committee in its powers in every way to a mere sub-committee of the county council?—I do not think so.

15,013. Will you tell me in what way their functions would be superior to the functions of any ordinary sub-committee? — They would be a committee recognised with executive powers within the limits which might be imposed by the county council. Unless you give this committee absolute control over the expenditure, which we think is not desired by the county council, I do not see how you can avoid placing it somewhat under the control of the county council itself, otherwise it may be carrying on a particular expenditure, possibly within the limits of the funds that it had at the time, but which certainly, if carried out, would lead to a rate being levied. Then at once it is essential that the county council must have power to intervene. That is the county council's point of view, I am quite sure.

15,014. To quote a very easy illustration, is not the scheme that you are advocating something similiar to such a case as this: that the school board having to appeal by precept to the county council or town council for its funds, should submit all its educational schemes to that council before that council consented to honour its precept?—A school board is a body carrying out an Act of Parliament, which says that every person shall receive an education up to a certain standard, and it has statutory powers to direct that a rate shall be laid. The county council would object undoubtedly to the educational committee having that power. I do not say whether it would be desirable or not. I only am quite sure that the county council would object at present.

15,015. I suppose that you recognise the necessity of having primary education and secondary education working sympathetically and in harmony one with the other?—Undoubtedly.

15,016. And you look forward of course to secondary and technical schools drawing their pupils from the primary schools?—To a very large extent.

15,017. Can you tell me your idea as to how sympathy and harmony are to be effected under your scheme, or your idea. You exclude representation, I understand?—I think it is absolutely essential that any educational committee should be thoroughly in touch, by some means, with all the bodies carrying out education.

15,018. Will you now tell me by what means?—The means that we have adopted in the West Riding are co-optation, as I have said already, and conferences and direct communication.

15,019. I understand that you have co-opted no representatives of primary education?—We think that primary education is in fact amply represented on our body; that is to say, that we have among our committee persons thoroughly acquainted with the work of primary schools. We have Her Majesty's Inspector of Schools, for instance, and we have members of school boards.

15,020. Members of school boards who happen to be members of your county council also?—And also who are not members of the county council.

15,021. Among the co-opted members?—Yes.

15,022. I understand you to say that there were none,—at all events, not elected as such. I will come to another question. You have been taken across the ground of a defaulting committee. I take it that the Commissioner who asked that question meant the possibility of a committee

that had decided to do nothing in the interests of Secondary Education?—Yes.

15,023. You do not see your way, practically, for any legislation to provide that pressure shall be brought to compel that authority to do its duty?—Pressure I should certainly approve of, and I think everyone would approve of; but whether you shall have power for the central authority to come in and levy a rate, which is the ultimate resort, is another matter. I am not prepared to say at all that that should be.

15,024. (*Dean of Manchester.*) Do you see any insuperable objection to a new local educational body issuing a precept on the county council as the school board does?—I should say certainly.

12,025. Would you kindly give me, very briefly, your reasons for that objection?—I think that it would not be tolerated for a moment by public opinion of any sort in the West Riding.

12,026. You consider that the objection is insuperable, because it would not be tolerated. You do not see any insuperable objection theoretically, do you?—It could be done, of course.

15,027. Is not that what is done by the school board?—Yes.

15,028. (*To Mr. Brigg.*) Do you think that the county council have got such a grip upon this money, that if it were thought desirable that they should part with it, they could not probably be induced to part with it to some other body. Do you object to answer that question?—No, not in the least. In the first instance I might support what Mr. Dixon has said, that, to put it very briefly indeed, your scheme of levying a precept upon the county council for Secondary Education would be considered to be taking the money of the ratepayers for the education of those who were able to educate themselves. That would be the first appearance that it would have to the West Riding of Yorkshire, and that, I think, would be very forcibly resented at once.

15,029. And so far as the West Riding is concerned, I do not suppose that the county council would be willing to let this money go on any account, because they have all such an interest in the disposal of it, and they have found already the advantage of it to such an extent, that I feel quite convinced that they would be very unwilling.

15,030. You say that on the ground of the great interest that they take in the education question?—I think I may broadly say so. We see the effect of it by the endowed schools coming gradually in, and framing themselves so as to receive our money in different ways; they fall in from one side and the other, altering their requirements, in fact, so as to put themselves in a position to receive grants from the county council. That is extending on all sides, and it only requires a few years more to show the effect of it.

15,031. (*Dr. Fairbairn to Mr. Dixon.*) Supposing that certain powers were given to a committee of the county council on education, supplemented by certain co-optative members, would the body so constituted be purely a conciliar body, if we may so call it; would it be purely a body under the control of the council?—It would be largely under the control of the county council, no doubt, because of the financial question, which you cannot, I think, dissever from the council.

15,032. However, it would be given legislative sanction, constitution, and formation?—Yes.

15,033. To that extent could it occupy the position of a mere committee of the council?—I think not. I think it would have a much stronger position.

15,034. Then must not that stronger position affect the submission of its schemes, and the entire question of a rate?—It must no doubt affect it. My desire is that the committee should be so constituted as to be absolutely in touch with the county council, and receiving the full support of the county council in every way.

15,035. Under the new conditions it cannot be entirely the creature of the council?—No. I think one may say that it is not so now, or that none of our committees are now.

15,036. Well say "creation" instead of "creature"?—Yes.

15,037. Would you define the relation in which this body would then stand to the council as thus constituted?—I think it would have to submit its proposals, as I was saying before, to the county council, with sufficient detail, and the county council would receive any report from such a body great respect, and with due consideration, and, judging from previous experience, a reasonable scheme would very readily be adopted by the county council of the West Riding.

15,038. Then would you make the county council the superior educational authority?—It is the power holding the purse strings, no doubt.

15,039. To go to another point. In what relation would you place this educational authority to the existing schools; do you mean it to take the whole burden of Secondary Education upon itself?—Speaking generally, yes; but of course it would call to its aid numerous other bodies, such as boards of examiners, and so forth.

15,040. But within the range of its activity would come, not simply science schools or technical schools, but grammar schools on the grammatical side?—That would be so.

15,041. The whole range of education, therefore, would come under its survey?—Under its survey.

Relation of Local Authority to existing Grammar Schools.

15,042. What relation then would you institute between it and the existing grammar schools?—The county council of the West Riding, I think, would prefer to have the relations not dissimilar from those that at present exist; that is to say, that the committee would have a general power of review to see that those schools were efficiently performing the work that was put upon them, and observing all the terms which had been imposed. Subject to that, I think that the West Riding county council would desire power to give such aid to those schools as might enable them to efficiently carry out their work.

15,043. Under what forms would they conduct this review?—I should say very much on the present lines, simply extended and amplified. I am assuming, of course, that the county council or the educational committee did not become the general governing body itself. I think that that power, as I was saying, should be introduced, but need not necessarily be acted upon.

15,044. Supposing that a school had ample endowments so as to be independent of financial aid, how would you reach it?—I think that it would be a matter probably of scheme. I take it that the grammar school in question would have a scheme. If under that scheme it was efficiently conducted, and there was no redistribution of funds, I think then that the only thing that we could do would be to say, here is a school that is doing its work well; it is receiving our scholars; it is not asking us for any money; and at present we are content with that. If on the other hand, the scheme is wrong, or the work of the school is wrong, then the educational committee ought to have full power to supervene.

15,045. And then you would give the educational body power to intervene beyond the mere financial consideration?—I think so.

15,046. Supposing then that there is no financial relation, there is still an educational one?—I think that should be so.

15,047. How would you enforce it?—That I should not like to give an opinion upon until I have seen more of the general outlines of the scheme. I think the position of the central authority would have to be known before you could give an opinion.

15,048. Would you propose any means of connecting the governing bodies of schools with the educational body and the educational body with the governing body of schools?—There would necessarily, I think, be a

power to appoint representatives on the governing body, but it should not, I think, in a scheme of this kind, be necessarily in proportion to the financial aid given.

15,049. As regards Secondary Education, you at this moment recognise the need of having co-opted members who represent special departments, agriculture, for instance?—Who have special knowledge of special departments.

15,050. And you would extend that as far as regards the literary side as well?—I think, clearly so.

15,051. But there is not only the representation of subjects, but of methods of teaching; would you have any means for having the difficulties and the interests of teachers represented on your governing body?—I can only say on that point that up to the present time we have received their views in a great variety of ways, but we have not had them represented.

15,052. Would you have any objection to such representation?—That of course would be a matter of detail for the committee to consider, I think, at the time.

15,053. One single question as to one of your tables—Table F. You give the total of endowments, and I think Bradford comes in for 441*l.* total income from endowment; do you mean that that is the total endowment of Bradford Grammar School?—It is so returned to us.

15,054. I find it represented as having a gross income of 745*l.* in Mr. Roby's return?—I have not that return before me, but this is the net income as returned by the school itself. Of course from the gross income there may be deductions for debt, or maintenance of buildings.

15,055. Or after deductions for the literary side; does this 441*l.* represent the expenditure on science?—That is the whole income of the school.

15,056. Then there is a considerable difference also as regards some other schools. Rotherham, for instance, you return as 161*l.*, whereas in Mr. Roby's return it is 259*l.*?—This is the net income as returned by the school itself at the present time.

15,057. (*Mr. Cockburn.*) Did you ever go behind that return?—If we thought that there was an error, we should call attention to it, as we did in some cases. This is net income available for educational purposes.

15,058. Scientific purposes?—No, all educational purposes.

15,059. (*Mrs. Bryant.*) You are no doubt aware that in the composition of the London Technical Education Board the proportion of co-opted members to the county councillors is 15 to 20?—I did not remember the exact proportion at the moment.

15,060. Which gives the county council four-sevenths of the board, instead of two-thirds?—Yes.

15,061. Can you give any reason why a plan which is acceptable to the very large population of London, and acceptable under the circumstances that very large sums of money indeed have to be disbursed, should not be acceptable in the West Riding of Yorkshire, seeing that the discrepancy is so very great between what you said and what obtains here in London?—Between four-sevenths and two-thirds is not a very wide difference.

15,062. You have five co-opted members out of 30, and we have 15 out of 35?—I thought you were speaking of the comparison with the possible number that I have suggested of one-third. I do not think that the county council would object to increase the present number of co-opted members if it was found desirable.

15,063. Then I think I should like to press that a little further, and ask you this question. If, as I understand you to say, and say very decidedly, the county council should retain all the rating power and all the control over the funds, and, moreover, have also the work of the Education Board or Committee referred back to it for approval, will you tell me, under those circumstances, upon what ground should the county council claim a

majority on that board at all; because it would still retain in its own hands the power of the purse?—I think that unless it had a majority there would be more danger of friction arising.

15,064. You would place it on the ground of friction?—I think that the two bodies ought, as far as possible, to feel themselves thoroughly acting in unison in every way.

15,065. But you would admit, would you not, that the argument that the educational body should have a majority of representatives of the people on it on account of its connexion with the rates, and so on, falls to the ground if the county council itself continues to be the body which retains the full power of the purse?—I do not think it does fall to the ground myself. One cannot help seeing, of course, that the question of rates is in the background. There is undoubtedly a great reluctance, and will be, to a special education rate, and it is a question whether we shall reach the point, or when we shall reach the point of levying a rate; at the same time we cannot help recognising that the question of levying rates in aid both of Secondary and Technical Education is there.

15,066. Even although the committee should only be an advising body?—That, I say, as emphasising the necessity of the county council having a controlling voice, because the decisions of the educational committee clearly may involve questions of rating, and therefore I think that it would be unfortunate for the working of that committee if there were any friction between it and the county council, as there might be if the county council is not very amply represented.

15,067. Just to go back to the other point; as to the extent to which the county council would depute their powers to this body of the technical instruction committee, I understood you to say that you thought all the schemes of the committee, should be approved by the county council before they were carried out. Am I correct in that?—Generally speaking that would be my view.

15,068. Then again, I should like to ask the question, why should that be necessary in the West Riding when it is not necessary in London, where, as a matter of fact, actually a very large sum of money is allocated from year to year to the purposes of the technical instruction board, and the board has not to go back to the county council any more about it?—We, in fact, in the West Riding need not, under the terms of our delegation, go back to the county council, but in London, as in the West Riding, they must submit from time to time tolerably precise estimates of their expenditure before that expenditure can legally be carried out; that is under the Local Government Act, 1888, and the County Council of London, I have no doubt is bound by just the same provisions that we are in that respect.

15,069. Do you mean then that practically the county council does not revise the work of your committee?—It has full power to supervise. As a matter of fact we have, I think, always carried the county council with us very fully indeed.

15,070. Then the question has not arisen—I am not yet very clear as to whether these powers are delegated to your committee or not?—They are absolutely delegated. The words of the delegation are "all the powers of "the county council."

15,071. Then you would not propose in future that a somewhat more powerful body which ought to carry more weight in the community should have less power than that, would you?—Always with reference, as I have been explaining, to the necessity of submitting financial estimates; that seems to me to be at the back of the whole thing. For that reason it seems to me that the county council must have the general supervision of the schemes. (*Mr. Brigg.*) I think I might also add, as I have already suggested, that practically the whole of the council are members of the technical education committee, inasmuch as each in his own department locally is supposed to be distinctly interested in this work, which is quite different from what it would be in the ordinary work of the other committees. Consequently, we make it a point to submit all our schemes as

far as we possibly can, in order to keep the interest of the whole of the council in the work of the technical instruction committee. And as regards what has been hinted earlier by members of the Commission, who have inquired as to the qualification of the members of the county council for educational work, I think, considering the numbers that we have to select from, it is quite possible to select from 120 members a fair proportion of those who do really take an interest in educational work in the district.

15,072. I should like to ask you one other question as to the composition of this committee; that is, how it is that it never occurred to the members of the county council that it might be desirable to have someone on the technical instruction committee who had some special knowledge of the wants of girls and women?—That may be very largely accounted for by the fact that we have delegated much of the work respecting females (that is, domestic subjects) to a very efficient council existing in Leeds, called the Yorkshire Ladies' Council of Education, who have taken up what we call he domestic side of our work entirely; so that we are, so to speak, relieved from that work; and a very great relief it is. That places us in a very much better position than many other councils. Instead of having to take up laundry work and cookery, that is all delegated to the ladies' committee, and we give them a subvention for that purpose on condition that they do certain work, submit to us their reports of what is done, and allow our inspectors to see that the work is efficiently done. Consequently, we feel that that part of the work is so thoroughly represented by them that it does not require that they should be placed for other purposes on the committee. I do not say but what there are other purposes for which ladies are specially qualified, or other subjects in which the girls ought to be specially instructed; but there has been no application on behalf of the ladies for appointment on the committee. I do not suppose that the council would object, if occasion should arise, to putting on an additional member for the ladies' purposes.

15,073. And I suppose, respecting what I should regard as the other side of the question, namely, the representation of the interests of girls in secondary schools, that has not arisen because you have not got representatives of teachers at all on the committee?—It has not.

15,074. (*To Mr. Dixon.*) Did I correctly understand you to say that you thought that one per cent. of the population ought to be in secondary schools at a fee sufficiently low?—I did not say that they ought to be. I said that I thought that probably that would turn out to be the case in a certain number of localities.

15,075. What I wish to know is simply what fee you would fix for them?—I think that that would depend largely upon the character of the locality.

15,076. (*Mrs. Sidgwick.*) Would the number be largely increased if the education were entirely free?—We have not sufficient experience to say how far that would be so. I think, as regards the education given in the advanced primary schools, or schools dealing with education up to 15 years of age, it would undoubtedly be largely increased.

15,077. Then how is the estimate arrived at? Is it simply by looking round to see who you think ought to have the Secondary Education, or is it arrived at on any financial basis at all?—It is really from observation of what goes on in a number of places.

15,078. You have no special financial ground for it; it does not depend, in your view, upon the fees charged?—No; I am simply forming the best opinion I can on the facts before us. When I give that estimate of one per cent. I do not say that it is at all an accurate estimate.

Note.—See Appendix 4, for representation of the views of the West Riding County Council and Technical Instruction Committee on certain matters connected with subjects upon which Mr. W. Vibart Dixon and Mr. J. Brigg were examined.

The witnesses withdrew.

The Right Honourable The Lord Reay examined.

15,079. (*Chairman.*) You have taken for many years a great deal of interest, I think, in questions relating to secondary and university education in both England and Scotland; and, I believe, that you were a member of the recent commission with regard to a teaching university for London?—Yes.

15,080. Will you kindly tell us from your observation of the phenomena, as well of Scotland as of England, comparing them with what you know of the European Continent what you conceive to be the most conspicuous deficiencies in our Secondary Education system in England?—Abroad the organisation of Secondary Education is carried out in most countries on systematic lines. When I say systematic lines, I do not mean that they exclude variety or elasticity; on the contrary, various parts of the country having different needs, it is recognised that those different needs require different schools. But the State accepts the full responsibility for the organisation of secondary schools as regards inspection and as regards the qualities which it considers necessary to secure efficiency in the teachers. With reference to the endowment of Secondary Education, either the State undertakes it directly by starting the schools, or the State endows institutions which are organised by the municipal authorities, or by the county authorities, or by private individuals and associations. I shall not go into details of foreign systems of education, for the simple reason that reports can be obtained, which will give up to date exactly recent changes and reforms. It would hardly be possible to be accurate, and I might mislead the Commission. I have handed in to the secretary recent report on the Dutch system; I have also handed in a book written by the Government Director of Secondary Education in Belgium. They contain all the information the Commission may require with regard to those two countries. The best way of illustrating our wants in one respect, would be to take an individual for whom Secondary Education is all important—the commercial traveller. I consider that the commercial traveller is a typical instance of some of the claims which Secondary Education will have to satisfy. On the manner in which the commercial traveller performs his duties depends in many cases, whether a certain trade will expand and will find outlets abroad or not. Naturally, one of the first things a commercial traveller will require is a knowledge of foreign languages.

Need for Development of Modern Studies.

15,081. Pardon me, one moment; is not that a knowledge which, so far as regards the English commercial traveller, is considerably diminished by the protectionist policy of most of the European States?—The difficulties are, no doubt, increased, and consequently more knowledge and more versatility are essential. The commercial traveller, requires a thorough knowledge of foreign languages; he also requires a knowledge of the various processes of manufacturing. One of the duties of the commercial traveller is to try and obtain purchasers for goods which are being manufactured in this country; that, to a certain extent, is pretty simple. But another, and a much more difficult duty he has to perform is to bring to the notice of the manufacturer, of the producer of an article in England, what is the article for which a demand already exists, or may be created abroad, and what is the article with which our traders have to compete, and under what difficulties. Now, if he is to succeed, he must try to insinuate himself into the society of that foreign country, and he can only do so if he acquires a certain knowledge of that country. Hence, besides foreign languages, the commercial traveller will also have to be taught leading features of the history of foreign countries, especially the social characteristics of foreign countries—not a very easy thing to teach, but which, I think, can be taught, and which to a race with migratory instincts is of the highest importance. Then he will have to give an accurate description of the article for which a demand exists and which he thinks could be manufactured in this country; he will have to describe how the article, if it is not made in the country which is using it, is made elsewhere; he will then have to trace in that

other country the cost of production; and thus he may be able to create a new outlet for our trade, even with a hostile tariff, which tells more against cheap goods than it tells against those goods which are of a more finished character; because in that case the purchaser's taste overrules considerations of price. The commercial traveller must be conversant with artistic designs, and the knowledge of art applied to industry must form part of his education. What I consider essential is, that a museum should be attached to this category of schools. In fact, with regard to Secondary Education in general, I attach the most extreme importance to museums. Object lessons are as imperative as laboratories, where you are dealing with the large class of industrial and commercial agents. Especially in Germany, this question of trade museums has taken a great expansion, and I think that in our manufacturing districts, and elsewhere, it is of the utmost importance that there should be museums showing in the clearest possible way the kind of articles which are used abroad, and for which there may be a demand. A very trifling circumstance may result in your trade finding a market or losing it. For instance, take the glass-blowers' trade, as an illustration. Although the shape of the glass may be very good, if you overlook the colour, which foreign purchasers prefer for the glasses out of which they drink their wine, you lose your trade. Now to equip a commercial traveller with all this knowledge, I consider that you should have secondary schools in which these various things are taught; foreign languages, the history and character, as I have said, of foreign nations, political economy and a certain amount of science, so that he may be able, when he gets into the manufactories, to understand what process of manufacturing obtains; these are the main features of the curriculum which I should think would be needed, besides the museum, of which I have already spoken, for the commercial traveller. Again, a great deal of that teaching (I need not go over the ground again) will be required in the case of the manufacturer. It is obvious that when the manufacturer has to deal with the competition which is going on all over the world, it is absolutely necessary for him to reconnoitre, and to find out what is being done abroad; to find out, for instance, what is the reason that his own goods are being supplanted at home or in foreign markets by goods which are made abroad. He will require a knowledge of foreign languages, and of science and art. And the manufacturer will also have the use of museums such as I have described. Now it is quite clear that if you have to organise schools of that kind, which are of the utmost importance to the State because they increase the power of production, the State is perfectly justified in spending money on them, and in taking guarantees that those who teach in such schools are competent to teach. I need not add, of course, the immense importance of the study of geography besides the other branches that I have mentioned. Both history and geography I consider as the foundation stones of all Secondary Education, which deals with the knowledge of the world in which we live and the origin of the present state of things. I think that the Secondary Education which he, the agriculturist, requires must be chiefly scientific, and that the school should give him a great deal of science, with good laboratories and fields for experiments, especially agricultural chemistry; and also in his case I think bookkeeping should be carefully taught, as well as political economy. I am perfectly aware that there is an opinion that political economy is so difficult a subject that it cannot be taught except at the university, but I think it will be found that in most of the secondary institutions abroad political economy is now taught, and that there are certain fundamental facts which at all events should be taught, with the warning (which is needed in every case) that the pupil is only being taught the elements in order that afterwards he may build up for himself more knowledge than can be acquired at a secondary school. In the rural districts Secondary Education must be conducted on systematic and attractive lines. This review is not exhaustive, but I wish merely to point out the main lines of the direction in which I think we ought to move. I have not dwelt upon the question of where these schools are to arise, in what centres; that depends upon the local circumstances of each district.

15,082. There is one point connected with that subject on which we should like to have your opinion. You have sketched out an ideal course of education for the business man, and especially the commercial traveller whom you take as a type, as being the man through whom modern business is largely conducted; do you conceive that arrangements should be made to give this kind of preparation in the ordinary secondary school, let us say of a town of 40,000 or 50,000 people; or would you rather establish institutions which profess to give a special preparation for commercial life?—The secondary schools which I have mentioned should be made available to all those who will go into business and for whom a grammar school does not provide a suitable education, whether they intend to frequent a university or not; we must avoid specialisation. I have not alluded to special technical schools—that I consider to be altogether outside this question.

15,083. Still there would be a certain amount of specialisation in the kind of training that you have sketched out for the commercial traveller; or do I rightly understand that you think that although he would profit by it most, that is the sort of instruction which ought to be offered to all boys in the secondary school remaining up to 16 years of age?—I should specialise perhaps a little for him, giving him one or two additional lessons in connexion with the musuem; but I think that what I have sketched out for the commercial traveller is desirable for the bulk of those who will be engaged in business.

15,084. It makes a considerable difference whether you conceive this to be a type of the form of technical training into which Secondary Education might pass at the age of 14 or 15, or whether you consider it to be instruction which ought to be provided for all, or at any rate the great majority of the pupils in every well organised secondary school?—I think that a school organised as I have sketched out more or less on those lines (I have not gone into details) is wanted in all our big commercial centres—in fact in all our big towns.

15,085. You would not propose to attach what you describe as a trade museum to each such school, would you?—I should make the trade museums as general as I could.

15,086. Would you not consider rather that the trade museum was a thing that might exist for the city or town, and that the pupils might have an opportunity of access to it for lessons, or for using it; would you not rather be disposed to connect it with some central commercial municipal authority for the town rather than attach it particularly to the school?—I would make it accessible to all classes, and open it to the school at certain hours; that is a question of detail. But I lay great stress upon the museum as a means of education for our people, as a means of enlarging their horizon.

15,087. Do you conceive that there is any force in the criticism that is sometimes passed upon the arrangements of our secondary schools, that they have been too exclusively directed to the needs of boys preparing themselves for the university, even in cases where a large proportion of their pupils never proceed thither?—Quite so; that is my view—that you must have two main divisions of Secondary Education: the one is Secondary Education which might be called intermediate, because it stands between primary and university education; and the other, as you have stated in your question, is Secondary Education which must be in itself sufficient, so that when the boy has gone through it he may be considered to have had such an education as will fit him for the greater part of the duties which the greater number have to discharge in life.

RELATION OF TECHNICAL TO SECONDARY EDUCATION.

15,088. And how would you provide now for the instruction of boys whose Secondary Education would stop let us say, at 16, but who after that time would like to devote themselves to some practical profession such as engineering; would you prefer to develope engineering faculties at the universities, and would you endeavour as much as possible to attach all these special professional studies to universities; or are you

in favour of a system of having separate institutions to which such boys should go?—That I admit is a very difficult question to answer. The Germans separate engineering, and their academies of engineering are separate institutions; they do not attach them to the universities. But I know that in England there is rather a tendency to attaching those engineering schools, these special departments, to the universities, and I do not see any objection to it; I think we shall have to wait to see how we succeed at the universities. We have on the one side of course, the experience of Germany and France where it is not done; we shall have the experience here of an opposite course; and I prefer our system which which will benefit the Universities as well as the new category of students who will enter.

15,089. Has France not provided such institutions?—Yes, France has the École Polytechnique and des Arts et Métiers, which are entirely distinct from the university.

15,090. I was not thinking of engineering in particular, but even in engineering, supposing that a French youth wanted to perfect himself in engineering, would he go to one of the institutions which in France correspond to our universities (inasmuch as there is nothing precisely similar), or would he go to a special institution devoted to that subject?—He would go to such an institution as the École Polytechnique.

15,091. We need not think of engineering only?—But engineering is a very good instance, because the modern side of Secondary Education abroad does more or less culminate in institutions of a specific character for Engineers. I do not see any objection to the best pupils from those secondary insfitutions here when once they are fairly started, being absorbed in our universities, or indeed any of the pupils who can afford higher education. But that is a question, if you will allow me to say so, more for the universities to consider; it is a matter in which Secondary Education will be guided by the universities.

15,092. It is a question which has been forced upon our attention; you can easily see that it has a bearing upon the secondary schools?—Yes, in so far that, if the universities were not to undertake this higher education, it would clearly become the duty of the State to start such institutions, so that Secondary Education should have its proper continuation. There are a number of other aspects in which it affects us, but we need not go into them, I think.

15,093. (*Sir Henry Roscoe.*) You are aware, I presume, from your knowledge of Germany, that this bifurcation between the university and the polytechnicum has resulted in the fact that a very large number of polytechnic schools of high class have been established all over Germany, and that at the present moment they have not nearly so many students as they can accommodate,—that really the demand has in recent years fallen very short of the accommodation which is offered?—I described the system. I have not recently inquired into its results because I am quite satisfied, and on the London University Commission I urged, that the universities themselves should organise this department of higher education in close affiliation with the faculty of science.

15,094. That was found to be so, I may say, 10 years ago, when we were over in Germany upon the Technical Commission, and since that time that state of things has become more pronounced; that is to say, that they have overdone the provision of building for those technical subjects?—The result of the education, however, is to give Germany scientific experts who exercise a very material influence on the development of German industries; I will not dilate further on this very interesting subject, because I think, in Professor Armstrong's evidence before the London University Commission on the 10th March 1893, you will find facts stated which show that in Germany the scientific expert is attached to the manufactory for practical purposes which at the same time advance science.

Separation of Primary and Secondary Education in Foreign Countries.

15,095. (*Chairman.*) Is there any point in which the organisation of Secondary Education, as regards the local and central authorities which direct its government, either in Holland, which is so well known to you of course, or in Belgium, or France, or Germany, suggests to you changes which might profitably be introduced in England?—I think it will be found, speaking generally of the Continent, that Secondary Education is not in any way mixed up with primary education; rightly or wrongly, the line of demarcation is definite; and both the teachers in secondary schools abroad, and the authorities who control Secondary Education abroad, are different from the authorities who control primary education, and the teachers in primary schools.

15,096. That does not apply to the central authority, does it?—There is one Minister of Education, of course.

15,097. And he has equal jurisdiction over all?—Yes, and in France a Council of Education.

15,098. Does that apply to the training of teachers?—In most countries the teachers in secondary schools would be teachers educated at the universities, not in special training schools.

15,099. In Holland, for instance, is there a system for the training of teachers who are intended for secondary schools distinct from that which exists for the training of teachers in primary schools?—There are training schools for training teachers in primary schools, but there are no training schools for training teachers in secondary schools, who are, as a rule, graduates of the various universities, and who, if they are not, have to obtain a special certificate. For instance, the teachers of foreign languages are licensed after having been examined; and there are special examinations for different teachers; the teachers of agriculture are not always men who have been at a university, and they would be examined specially. There is an agricultural school, but there is no training school for agricultural teachers. And, I believe, that you would find in most other countries that where there have been training schools for secondary teachers they have not been found to answer. As a rule it is considered that the science teacher in a secondary school ought to be a man who has taken a degree in science; and that a man who teaches literature or history ought, as a rule, to have gone through a university, and that the man who teaches principles of law which are taught in certain secondary schools, ought to have taken his degree in law at the university. That, I think, is the rule. I do not advocate the creation of special training schools for teachers in secondary schools.

15,100. But do you attach importance to the training of teachers for secondary schools?—I attach such importance to it, that I think a very strict system of registration is necessary.

15,101. I understand from you that the local authorities which control Secondary Education in Holland, for instance, are not those that control elementary education?—No, the inspectors for Secondary Education are entirely distinct from the inspectors of primary schools.

15,102. And the local authorities?—There is a special board or committee appointed in towns to look after secondary schools, and a separate committee to look after primary schools.

15,103. Is it your view that that is a desirable plan for England, or would you think it desirable, as far as possible, to put the administration of Secondary and Elementary Education in the same hands?—I think to answer that question requires more knowledge of the constitution of school boards, of the personnel of school boards, than I have.

15,104. Do you feel able, from your observation of the phenomena of Scotland, to say whether the plan of putting the Scotch burgh schools under the control of the school board, which was introduced by the Act of 1872, has worked for good?—There again I have not watched closely the activity of school boards.

15,105. Is it within your knowledge that, in spite of the high point of organisation to which secondary schools have been carried in some parts of the continent of Europe, there has been in some of these very districts a considerable recent development of private schools, and a disposition on the part of parents to send their children there?—I am not aware that there has been that disposition, although in certain places I believe that it has been found to be the case.

15,106. Has that been the case in Holland, do you know?—Certainly not in Holland.

15,107. In Belgium?—In Belgium more so.

15,108. And in France. I think it is with regard to France that we have heard most of it?—Yes, I think it is so in France.

15,109. But that might be partly owing to the peculiar circumstances of imperfect sympathy in which the Church and the State have found themselves in France?—Yes; the causes are probably not purely educational.

15,110. Is the system of commercial education which you have sketched out for us a reality in Germany, for instance, or in Holland?—That is certainly the direction in which they move. There are different types of schools, as I have said, and it is very difficult to generalise; but I have tried to give you an outline of the frame into which most schools would fit.

15,111. Do you think that the commercial traveller of Germany or Holland is as a rule better equipped for his special work than the English commercial traveller is?—I think you would find that the German commercial traveller has more knowledge, and more knowledge of the kind which is required for doing his work, than the kind of education which the commercial traveller in England is likely to receive gives him; in other words, I think that the English commercial traveller and the English man of business is at a disadvantage; and I trust that one of the results of this Commission will be to give him the same opportunities which his continental rivals receive from the State.

15,112. Would not, however, the kind of alertness of mind and the power of understanding the phenomena of another country, which you have justly represented as helpful to the commercial traveller, be largely stimulated by a better general education than the young Englishman probably receives in a school that he leaves at 16, and would it, therefore, be entirely a matter of special training; might it not be largely a result of an education which tended to brace up and expand and stimulate the faculties of the boy generally?—That was exactly my object in giving you the description of a general education; that he should be taught the various subjects that I have mentioned in such a way as to stimulate his faculty of observation. That is why I laid such stress on the museum, on laboratories, on object lessons, on the study of the world we live in, and not of a civilisation which belongs to a remote antiquity.

15,113. Would not the kind of stimulation that we are desiring rather depend upon the particular methods by which the boy was taught?—Much more on the method of the teacher. One teacher will teach a thing in such a way as to stimulate the faculties, and another will teach it in such a way that it weakens the faculties. But I have already dealt with the particular subjects which I think he ought to be taught. His education ought to be in a certain direction, and in a direction that the knowledge he gains is useful to him and the method ought to be such as to awaken his curiosity and to encourage the acquisition by himself in after life of more knowledge.

15,114. Would you be inclined to attach a good deal of value to the study of natural history in that connexion?—Certainly, if there is time for it; but if he has to learn foreign languages and science, and history and geography, I think you would find, leaving him the time which he certainly ought to have for cricket and football, that the curriculum was already pretty heavy. And it is more important that he should be thoroughly well trained in two or three subjects, and grapple with the difficulties, than that he should have a smattering of many subjects.

15,115. My question was intended rather to refer to what you said about stimulating the faculty of observation?—Of course natural history is well adapted to stimulate it.

15,116. Is there any other point upon which you would like to give us your views as regards educational improvements that we might recommend?—I think that in England it is extremely important that the endowments we have should be made more and more useful for the classes whom I have in view—the classes whom I would roughly call the classes who produce and who distribute—whose education, I think, on the whole, has not had the care which it ought to have had. I do not think that our schools have realised sufficiently what the boys of that class which exercises the greatest influence on the prosperity of the country requires. I think that for that class we must give to education a more utilitarian character than it has hitherto had, using the word in a non-controversial sense.

15,117. But you conceive on the whole that the class you refer to is a class whose Secondary Education is at present probably most defective?—That is a class whose Secondary Education, I consider, has been much more considered abroad than it has been in England; whereas the Secondary Education of that class which frequents universities in after life has been controlled by the universities, and can escape from State control. It is obvious that what I have called intermediate education must necessarily be closely allied to the universities, and therefore the universities are more or less responsible for its efficiency, because they can close their doors to those who are ill-prepared. But the class for whom I have been pleading here is a class with which the universities are not so immediately connected, although it must be recognised that the English universities in recent years much more than the universities abroad (and that is greatly to their credit) have taken up that side of our education, and have done a great deal more than has been done abroad. But abroad, certainly, the Government has recognised its responsibility towards that class, and the State may have been stimulated by the system of Protection. But free-trade presupposes the highest development of skill in the individual, and I do not see that protection of Secondary Education by the State has any necessary connection with trade protection.

15,118. (*Mr. Hobhouse.*) Do you consider that foreign languages are an essential part of Secondary Education in every secondary school?—Yes; one or two foreign languages. I consider that modern foreign languages are absolutely necessary for the class of whom I have been speaking; for whom Secondary Education is final in itself.

15,119. I mean for the agricultural class as well as for the commercial class?—I was speaking of the commercial class. Foreign languages are required in town schools, not in agricultural schools.

15,120. When you take the agricultural communities, you would allow that natural history, and so on, might be quite as useful if there were not time for everything, as the study of foreign languages?—Yes; as I said, agricultural education should be mainly scientific.

15,121. You have told us that abroad there is a rather more sharp distinction between elementary education and Secondary Education than there is in this country?—Yes.

15,122. Do you think that any advantage would be gained in this country by making a sharper distinction than exists at present; I mean supposing that we keep elementary education and Secondary Education under distinct authorities by confining the elementary education to certain more or less elementary subjects, instead of allowing it to expand gradually through specific subjects to the large secondary field?—Yes, I think that the subjects of Secondary Education, and the methods which ought to be pursued in Secondary Education, are absolutely and essentially distinct from the methods and subjects which primary education has in view, and ought to have in view.

15,123. That the methods of teaching are different?—I think they are entirely different, and that boys of that age require to be taught differently from boys of a younger age; I think that a teacher who would be very successful with boys at a primary school might not be successful with boys at a secondary school, and *vice versâ*.

15,123*a*. I was asking you rather more with regard to the subjects to be taught; do you see any great danger arising from the advances that are being made by the elementary school, encroachments—if I may call them so—on the region of Secondary Education?—Where it constitutes an encroachment it obviously is a danger. Where you have no other alternative but to add a few higher forms to a primary school, it is, of course, better than to have no Secondary Education at all. In those places where there has hitherto been no opportunity of starting a secondary school, I should not object to the school board undertaking those higher forms, as I know they do; but where you can have a secondary school with its own curriculum, there I certainly should not allow the other to overlap, or to compete with what I consider to be the functions of Secondary Education and secondary schools. The encroachment of the universities on Secondary Education is a much greater evil, because it lowers the standard of university education, and allows those who are unfit for admission to a university to enter upon a university course of studies without the necessary qualifications. One of the great merits of the labour of this Commission will be to take away every excuse for preparatory course being given by the universities on behalf of those who are not sufficiently trained, and who ought to be at a secondary school.

15,124. Are you aware that it is chiefly in our large towns that those encroachments have been made?—Yes, on account of the neglect of secondary education.

15,125. I understand that your view would be that in those large towns where there is sufficient population to support both an elementary school and a secondary school, a sharper line should be drawn between the two—the two fields should be put under different departments, and, as far as possible, the boys should move on, who require Secondary Education, from one school to another?—I think that would be advantageous where you make a fresh start. Where the local circumstances justify these higher forms, and you have gradually trained a staff of teachers, doing good work in them, I should not disturb them. But if you ask me what I think experience has shown, then it is clear that the two fields are different, and ought to be kept distinct.

15,126. Would you name any age at which Secondary Education should begin?—Roughly speaking, I should say 12 or 13.

15,127. (*Mr. Lyttelton.*) As to the age, were you thinking of boys who would end their education at about 16?—Yes, 16, 17, and 18; the longer they stay the better; but in that class the majority must unfortunately enter upon business early, and you have to take this into account.

15,128. Practically the commercial traveller class would leave school, I suppose, at 16 now?—Yes, about that age.

15,129. Is it within your knowledge that a good many practical men of business, heads of firms, and manufacturing firms, and so on, give it as their opinion that the brightest lad who has been brought up in general subjects is better than one who has been specially trained?—Yes; and what I have proposed is not specific training, but general education in subjects which I consider essential.

15,130. Then on the Continent as regards the superiority of the business travelling men, do you attribute that to the subjects that they learn, or to the methods of teaching?—To both.

15,131. Are the subjects more specialised there than in England for that class of people?—I think the subjects are taught very thoroughly, and taught with great accuracy, especially in Germany. The methods

tend to give such discipline to the mind that it may become an instrument which will not rest satisfied with anything but perfect workmanship in after life.

15,132. But one hears it said that they succeed in the competition against English commercial travellers in the matter of taste, as well as in what one might call technical knowledge; would you say that that is so?—Yes, I have alluded to that in the answer that I gave before. Especially in France, the greatest attention is paid to art as applied to industry.

15,133. And would that class of boy in Germany begin, we will say, at 10 or 11 years of age, to enter on a course of education, with a view to business, in the *real schedule*?—Not specifically with a view to business, but in order to obtain the education most suited to any profession he may enter upon, not being one of the learned professions.

15,134. Then those effects which you desire to see in the case of business boys, you would like also to see extended to others?—Certainly. I have stated before that I do not wish the Commission to think that I would have special schools for commercial travellers; but I take the commercial traveller as a type of the class of men who require the kind of knowledge which I think would be much more appropriate to the majority of schoolboys than the education they receive at present. Soldiers and sailors require most of the subjects included in the curriculum I have mentioned.

15,135. Then, in short, certain improvements in Secondary Education, which you would like to see would undoubtedly benefit that class and others?—Yes.

15,136. Would your experience lead you to say that on the Continent the difficult question of transition from primary to secondary education, in the case of clever boys, is successfully carried out?—In that respect Scotland, at all events, is much more privileged than any foreign country; it has more bursaries than any country I know. Abroad fees at day schools are very low, and there is less occasion for the grants in aid with which we encourage the transition of clever boys—and they ought to be strictly limited to those—from the lower grade to the higher grade schools.

15,137. And difficulties are not felt owing to the sharpness of the line drawn between the two systems of education?—No; if you take every guarantee that the boy whom you promote has been well prepared in the lower forms, you secure harmonious activity which is the mainspring of efficient education.

15,138. (*Mr. Yoxall.*) Do you think that it would be a fair thing to say that in this, the most commercial of all countries, there is practically no such thing as commercial education provided for the people?—I should certainly not dream of saying that in the presence of Dr. Wormell, or in his absence and after the efforts in that direction of the London Chamber of Commerce. I have not made such a statement. I have already said that of late we have been improving; but that a great deal remains to be done.

15,139. Are you acquainted at all with the curricula of the organised science schools that have been established in many parts of the country?—I have not considered the subject lately.

15,140. You would expect that a school organised for the instruction of children who would afterwards be employed in manufacturing processes or in the distributory processes of commerce, should be a school which should contain a definite plan of instruction in commercial subjects, and you would probably be surprised to find that in some schools of that type, subsidised by the Science and Art Department, practically there is no commercial education provided at all. May I ask you whether you consider that teaching of the kind which you specified as being necessary for the commercial traveller, for the farmer, or rather for those who will become commercial travellers and farmers—that is utilitarian teaching—can be regarded as quite as formative of character as the more traditional subject?—Absolutely. All teaching must be formative if it is to be of

any value, and every subject can be taught in a formative way if the teacher is equal to his duties. History and political economy are quite as formative as Latin and Greek, not to mention science and foreign languages if properly taught.

15,141. You would agree with Thring's statement, that it does not matter what is taught—everything depends upon how it is taught?—Yes, I do.

15,142. Therefore you would not be disposed to insist upon any State organisation of Secondary Education upon the lines of the old classical type of Secondary Education?—My evidence has been directed against the monopoly of any type, and the responsibility of the State, more especially to provide for those, whose future well-being depends upon an education which fulfills the needs of the present day.

15,143. You spoke of the sharp distinction that is drawn between primary and Secondary Education abroad, at least, so far as the local control of that education was concerned. How far would it be a correct statement to say that the control of primary education abroad is mainly a control by the commune, and that the control of Secondary Education is mainly a control by the State?—One cannot draw a dividing line in that way, on account of the great variety of secondary schools, secondary schools which are started by communes, secondary schools which are started by counties, and secondary schools which are started by the State itself, in which case the State would manage, and not only inspect; but it is impossible to lay down a hard-and-fast rule that one authority controls one department of education, and another authority a different department. The cardinal fact abroad is the supremacy of the State through the Minister of Education, subject of course to Acts of Parliament.

15,144. In Belgium, I believe, the primary schools are mainly communal, and the secondary schools mainly State-controlled schools; is that so?—In Belgium, I think, you would find secondary schools also started by the communes, and you would find several secondary schools started by private bodies as well. But I should like to refer you to the book which I have given to the chairman.

15,145. If I may put one more question upon that point; in the case where a commune possesses under its own control, both primary schools and secondary schools, is it the fact that there is a separate committee of the communal authority for the primary school, and a separate committee of the communal authority for the secondary school?—Yes, that is certainly the case in Holland. A man may of course be a member of both, he is not excluded; but different qualifications are needed in a member of the committee of supervision for secondary schools, and in a member of the committee of supervision for primary schools, although they may be found combined in the same individual.

15,146. Is there any local co-relation and co-operation between the two committees in a case of that kind, with regard to the transfer of children from one school to another, and with regard to dovetailing the curricula?—No. Where it was required it probably would be brought about by the State inspector of secondary schools communicating with the State inspector of primary schools.

15,147. The State inspector is not the same person for primary schools as for secondary schools, is he?—No, they are different altogether.

15,148. Then you still have a sharp division between the two, and two separate sets of knowledge—knowledge on the one part of secondary schools and knowledge on the other part of primary schools—that seem to want to be united in some way, or brought together?—The connecting link is the Ministry of Education. The Minister of Education would summon the inspectors if anything clashed, and would ask the inspectors in such a case how friction could be removed. You mean, of course, where primary schools try to encroach upon the secondary, or the secondary schools try to encroach on the primary.

15,149. But if the local authority be separate, and the inspector be separate, I do not quite see how, on the Continent, a properly organised

system can obtain, which shall supply the central authority with the requisite information as to the need for adjustment and re-adjustment locally between one school and another. I mean that the primary school inspector cannot know exactly the condition of the secondary schools, and the secondary school inspector cannot know exactly the condition of the primary schools; and the two local authorities, being separate, cannot know the condition of each other's schools?—I have never heard of any difficulty arising on the subject; it may have occurred, but I have never heard of it. The primary school prepares for the entrance examination to the secondary school, and the transition is a natural evolution. There is no need for any local "re-adjustment," because the sphere of influence of each is clearly marked off.

15,150. Do not you think, if I might put one more question, that it would be the better plan that there should be one local authority for education, and that one authority of sufficient size and sufficient social importance to attract to its service men of standing and men of capacity, and that this one authority should have committees for primary education, committees for technical education, and committees for Secondary Education, which should report to itself, and that thus the whole of the strings should be in the hands of one authority, and the whole sources of information, and all the opportunities of comparison that are required should be at hand?—Abroad the communal or the county authorities, as the case may be, for communal or for county schools are the central *local* authorities with the Minister of Education exercising the central authority for the whole country and for all the educational institutions. The committees report to the communal or county authorities and the Inspectors report to the Minister of Education. The Minister of Education is responsible for the full development of education in all its ramifications throughout the country and the local authorities in their own localities. On the continent there is a keen rivalry between various countries, and during the last 20 years, no country probably has been more active than France in raising the standard of its education. On the continent the educational value as well as the commercial value of foreign languages, history, geography, and science is fully recognised. In India necessarily our educational system is more centralised and more properly graded than it is in England, and India has a system of secondary education, whereas we are in the stage of inquiry.

15,151. One more question on matters abroad. I thought I found evidence not long ago in Belgium that the result of the comparatively cheap Secondary Education there had been to create an unduly large middle class or professional class, and that the result upon this professional class, particularly upon the medical men, was to reduce their remuneration for their labours to an unsatisfactory amount. Is it your opinion that the creation of bursaries, and the existence of facilities for promotion from one school to another, and so from one social class to another, are likely to have that result in England in any way?—I believe that result has been felt in the teaching profession, in recent years, and that the salaries of teachers in some schools have been reduced, and that is a result which must follow as education spreads over a wider area, and competition becomes greater; that undoubtedly is so; and I believe that in the medical and other professions it has been experienced in England as well as abroad. It is simply an application of the law of supply and demand.

15,152. And you would regard that as inevitable, whether Secondary Education be organised or not?—It is the result of education, as I say, spreading over a wider area; but it can hardly be considered an evil that the benefits of education should reach a larger number of individuals if the education is sound, and tends to inculcate diffidence and discrimination in those that receive it. The self-assertion of the semi-educated is the evil which, what I have ventured to call, sound education and thorough methods are intended to suppress as one of the great dangers of modern society. No school should keep on its register pupils on whom its education is wasted and who are a disturbing factor.

15,153. (*Dr. Fairbairn.*) There is a distinction, I think, in Holland between the intermediate school and the gymnasium?—Yes. I know what you want to ask me: Why does the gymnasium, where boys are taught from the age of 12 to 18, belong to the highest education; why is that considered to be university education; and why is the other school, the *Real schule*, which also teaches boys from 12 to 18, and teaches the modern side, regulated by a separate law?

15,154. Yes?—There is no educational reason for it. It is simply a result of the law having been made at different times; the law, having regulated the universities and gymnasiums first, they were not taken out of it. The necessity arose, I believe it was in the year 1862, for starting secondary schools on the modern side, because they did not exist formerly. Therefore a new Act was simply required for the new secondary schools, and the other institutions were left under the old Act.

15,155. And you do not think that there is any reason, as regards the kind of schools and the subjects taught, why they should be under different local authorities?—I have stated already that I think that there is an advantage in having these three different authorities; the classical schools having one committee, putting the modern schools, the *Real schulen*, under a second committee, and putting the primary schools under a third committee; because the control required in the three cases is of a different kind, and the men best able to deal with it are, of course, men of a different stamp. It is obvious, for instance, that for a committee of classical schools, if you find, as in several cases you do find, scholars who are quite capable of criticising the education, and even of undertaking it, you select such men who would not care to control schools of a different category. Where you have the *Real Schule*, where science is the main burden of the education, you naturally put upon the committee an engineeer or a doctor, or a man whose education has been on scientific lines; and for the primary school or you take men who have been either teachers in primary schools, or men who are well acquainted with the essentials of primary education. That is the idea of this sub-division—to find the expert, the man who can criticise the methods adopted by the various teachers and discuss with them any question which may arise in a friendly manner, because the teachers respect their views. Such appointments are made—ought to be made—solely on educational grounds.

15,156. I was going to ask you how you would meet our case in England, where, under the same local body, there must frequently be both kinds of schools; whether you would propose to meet it by constituting governing bodies of schools especially adapted to each, or by having representatives on the general local authority?—I see no objection to the plan which I believe has been followed by the county council in London, to appoint a certain number of members of the local corporation, and then to allow these to co-opt the experts; if you like to split them up into committees, if you think that is more practicable, it will not be very different from the procedure in Holland, where, for instance, the town council of Amsterdam appoints a committee of curators for its university, another for its classical schools, a third for its *Real Schulen*, and a fourth for its primary schools; all these institutions being under the same local body as your question mentions to be the case in England. The main point is that the persons who are in control of a school should have a knowledge of what they are controlling and should not be amateurs or prejudiced partisans.

15,157. Have you any idea as to the ratio between population and school provision?—Abroad, do you mean?

15,158. Yes; there is a special ratio, especially as regards the gymnasium, in Holland, is there not?—Yes, I believe that there is a ratio for gymnasiums and for *Real Schulen* as well, but the exact figures you would find in the documents I have sent.

EXAMINATION OF SCHOOLS.

15,159. (*Mrs. Bryant.*) I should like to know your opinion about the examination of schools, whether you think that the examination of schools

in England should be conducted by the universities or by some body of persons appointed by the State; or whether you would make any distinction between the two types of education in that respect—the education suitable for those who pass on to the universities, and that which is suitable for the commercial classes?—In no schools should you work up to an examination. We need great elasticity in these schools, especially as we are just starting them tentatively, and I am opposed to stereotyping education of any kind by examinations which are held by bodies of outsiders. I should prefer to throw on the State the responsibility of seeing that the education which is given at the schools is education of an efficient character, and of giving the State some power of interference if the education is not efficient; but I should not wish to make the leaving examination by an extraneous body the be-all and end-all of the teaching of a school. The responsibility for the education given at a school must not be transferred from the teachers, or from those who appoint and control the teachers, to those who—unconnected with the school—set examination papers.

15,160. But taking into consideration the fact that the large majority of schools do, at the present time, voluntarily submit a certain number of their pupils to an examination which results in the gaining of certificates that are of the nature of leaving certificates, would you be disposed to leave the system very much as it is, with just that variety of examinations which gives the schools freedom to choose?—I attach more importance to inspection than to examination of schools, and the first desideratum in organising Secondary Education is to have good teachers and good inspectors, not to have sets of examination papers as a substitute for sound methods of education and systematic grading of schools. If, in addition to these essentials, you wish to have some test applied to the results of what the school *has* taught, and do not give the examiner (if he is an outsider) the power to indicate what the school *should* teach, you will not endanger the sense of responsibility of those with whom it should rest.

15,161. I do not understand, however, that that would make you hostile to the proposition that there should be offered to schools, or rather one might say to scholars in schools, an opportunity of gaining certificates of the nature of leaving certificates?—I do not grudge the scholars their certificates as long as they do not interfere with the individuality, the self-government of the school and its healthy development.

15,162. That was rather what I had in my mind at the beginning; therefore I go on to ask again, supposing that there was a leaving examination organised, or a variety of leaving examinations, what would be your idea of the kind of examination to be arranged; should it be conducted by the universities or arranged for by the State?—I do not think that it is the duty of the universities to organise or control Secondary Education; they have a great work to perform on which their energies must be concentrated; but, as I have said, I think it is the duty of the State, and the responsibility of the State to look after these schools, and that you ought to have State inspection of public schools which are endowed from taxes or rate. I attach much greater importance, as I have said, to the organised inspection of the schools, and to the certificates obtained by the teachers themselves—in fact I attach more importance to the character of the staff of the school, to its discipline, its method, its spirit, than to the number of passes which its pupils may obtain, or the honours they may obtain at leaving examinations. I object to payment by results. I do not think that you can judge of education by examinational results.

15,163. Then do you object to the existence of a leaving examination as a voluntary thing?—I do not object to a voluntary or a compulsory examination by examiners who are thoroughly acquainted with the education received by those whom they examine, as a test of that education and not of the education which the examiner conceives they ought to have received. A boy is committed by his parents to the teachers of the school, and it is the teacher who his responsible for the education of each individual pupil. That responsibility of the teacher towards the parents ought not to be weakened in any way by constituting an outside examiner an arbiter of the destinies of a school.

15,164. Then I want to ask you about the training of secondary teachers. I rather understood from you that in Holland, to which you referred, the secondary teachers had been educated at the universities, but that there does not exist any special provision for training them in pedagogy, in their own special work; is that so?—The information is contained in the Report I have given to Mr. Bruce; but the principle is this, that to those who have a university degree, the degree gives the *jus docendi*, that any graduate has a right to teach at a secondary school; but in addition there are examinations for those who are not graduates and who wish to obtain a certificate for teaching special subjects in secondary schools, and those certificates are given by examiners annually appointed by the State.

15,165. (*Mrs. Sidgwick.*) Am I right in understanding that you consider the English provision for the teaching of modern languages very inferior to that abroad?—I am afraid that although much has been done recently at several schools to improve it, not enough has been done to teach foreign languages; and I am still more afraid that public opinion is not quite alive to its importance. I do not think it is sufficiently realised how foreign languages and foreign modern literature can be made (as was asked by one of the Commissioners) a very formative element in education.

15,166. Do the schools, *e.g.*, in Germany or in Holland, succeed in giving a conversational knowledge in English and French as well as a literary and grammatical knowledge?—Certainly, of late years the tendency is more and more to lay stress on the conversational element, and to teach it. There is a controversy as to whether you should teach grammar first; and I believe the tendency now rather is to teach language by conversation, and to let the grammar develop itself out of the conversational method. It is considered desirable that the knowledge should be derived not from translation, but should be acquired very much as we acquired our knowledge of English; that pupils should be able to speak, and especially it is considered that they should think in the language. The tendency is not to translate English into French, but to set the pupil at once to grapple with the French sentence, to make it an object lesson; not to give him an English sentence, but to mention a subject to him and tell him to describe it in French.

15,167. Is that done by native teachers, or do they have to import foreigners?—That depends very much upon circumstances. Occasionally, of course, you find a native who is quite capable of teaching a foreign language.

15,168. I meant by a native, a native of the country in which the teaching is done?—You meant whether an Englishman could teach French.

15,169. Yes?—If the Englishman has sufficiently assimilated French; but there are manifest advantages in a teacher who teaches his own language.

15,170. The conversational French or English in Germany, for instance, can be done by German teachers?—Yes; and on the other hand, a foreign teacher ought to have a good knowledge of the difficulties with which the pupils have to contend when they are attempting to use a foreign language.

15,171. That shows the importance of having a teacher belonging to the country in which the school is?—It shows the importance of the foreign teacher having gone through the same process through which his pupils are being put.

15,172. And there is a sufficient provision, you think, of teachers in Germany, for instance, who can teach English and French conversationally?—I have no information to give on that subject.

Adjourned to Tuesday next at 11 o'clock.

THIRTY-EIGHTH DAY.

At Westminster Hall, Tuesday, 30th October 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

The Hon. and Rev. EDWARD LYTTELTON, M.A.
The Very Rev. the DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD C. JEBB, M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. M. E. SADLER, M.A.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. CHARLES FENWICK, M.P.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. BRYANT, D.Sc.
Mrs. HENRY SIDGWICK.

The HON. WILLIAM N. BRUCE, *Secretary*.

Mr. JOHN KERR, LL.D. called in and examined.

15,173. (*Dr. Fairbairn.*) You are the senior inspector of education in Scotland?—Yes.

15,174. You have resided as chief of the district in Aberdeen, Glasgow, and Edinburgh respectively?—Yes, and also in Elgin for some time.

15,175. You have examined in connexion with the Dick and Milne bequests, and also have examined in the training colleges?—Yes, for some 12 or 14 years. I was connected with the Dick bequest counties.

SECONDARY SCHOOLS IN EDINBURGH.

15,176. Perhaps you would give to the Commission, as you are resident in Edinburgh now, something like a picture or idea of the provision for Secondary Education in that centre?—There are a variety of schools, up to very high class schools—I mean high class in respect both of education and payment, ranging from Fettes College through Edinburgh Academy, the High School, the Merchant Company's four schools, the Heriot's Hospital School, and a number of private schools, such as Dr. Ferguson's Institution in Queen Street, St. George's High School for girls, and a number of higher class ladies' schools of a private kind.

15,177. These schools are also in some respects different, are they not, as regards constitution and administration?—Yes, they are.

15,178. Fettes and Merchiston are schools on the model of the English public schools, are they not?—I forgot Merchiston and Loretto, which is close to Edinburgh; Fettes is, and Loretto is to a large extent, and Merchiston also on the English Public School model?—I think the general tone of the Edinburgh Academy is also that of an English public school; it is a day school—purely a day school.

15,179. But largely preparing for the universities?—Yes for both Scottish and English universities.

15,180. There is one particular school that is regarded as the burgh school?—Yes, the High School; it goes by the name of the Royal High School, Edinburgh.

15,181. Those schools, then, may be divided into certain categories. The Edinburgh High School is under what authority?—The authority of the school board.

15,182. The Merchant Company's schools are endowed schools, are they not?—Yes.

15,183. And under what authority are they?—They are under a committee composed of members of the Merchant Company, and of the various trusts: Daniel Stewart's trust, George Watson's trust, the Merchant Maidens' trust, and Gillespie's trust. I think that those are the four principal trusts connected with them.

15,184. They have also on the governing body, have they not, representatives of the town council?—Yes, they have.

15,185. And of the ministers of Edinburgh?—Yes, they have.

15,186. In the Merchant Company's schools provision is made for how many scholars?—Speaking roughly, there are from about 1,500 or 1,600 in George Watson's School, and from 700 to 800 in Daniel Stewart's; these are the two boys' schools. The average attendance, I think, in the Queen Street Girls' School is about 1,200, and in the George Square Girls' School about 800. Those are approximate numbers; I cannot give you the exact figures.

15,187. Besides those four secondary schools, has the Merchant Company any other schools?—It has one school, largely an elementary school, but doing a great deal of advanced work beyond Standard VI., namely, Gillespie's School. It has about 1,400 pupils, boys and girls.

15,188. Another endowed school, that you have named, is the George Heriot's School?—Yes, it has about 900 pupils, all boys.

15,189. Will you kindly describe what kind of school that is?—It is a school that teaches all the branches of education fitting for the universities, except Greek. It goes in very largely for scientific education; they have got fully equipped laboratories, and they also go in a good deal for manual work, wood carving, and ironwork. Chemistry is largely represented, and natural philosophy generally.

15,190. Then, as a kind of continuation school, a higher college in connexion with the same trust, there is the Heriot Watt College, is there not?—Yes; there was the Watt Institution, as you know, a number of years ago, that stood by itself; but the Heriot trust paid over to the Heriot Watt Institution a certain sum—I forget what it was—a large sum, and formed what is now the Heriot Watt College. It is open both for day and evening scholars. The attendance of the evening scholars is very large; slightly over 3,000.

15,191. The Heriot Hospital School and the Heriot Watt College are managed also by an elected body, are they not?—Yes.

15,192. Representative of various interests, are they not?—Yes, they are.

15,193. Of the Watt and Heriot trusts, of the town council, of the school board, of the ministers, and of the senatus of the university, and of the Edinburgh Royal Society and the Chamber of Commerce. The school is managed by the Heriot trust; so also is the Heriot Watt College; but in the case of the latter, there are four additional members who were formerly managers of the old Watt Institution.

15,194. Would you kindly now explain the differences in those schools as regards the provision of Secondary Education?—The Merchant Company's schools you are speaking of just now, I suppose?

15,195. I speak of both the Merchant Company's and the Heriot Watt, the High School, the Academy, Fettes, and Merchiston, and Loretto and the Queen Street Institution. Will you explain to us the special character of the education that they provide?—There are just two Merchant Company's schools for the higher education of girls, namely, the Queen Street and the George Square schools; the others are all for boys. Fettes, as you have mentioned, is largely on the basis of an English public school, I think in every respect. The Edinburgh Academy is similarly a well equipped and now very flourishing day school, with an

elementary department as a feeding source. The High School takes up, I should say, the same branches, and perhaps to much the same extent as the Academy, and has also within the last two or three years connected with it an elementary branch, also as a feeding source. The George Watson's Boys' School stands very high indeed in respect both of classics and mathematics; they have every year carried off by far the largest number of university honours, and this last year they have almost swept the board. Out of the first dozen bursaries they had 11; they had the first, missed the second, and got the next ten; and that is pretty much representative of its success in previous years, although this last year has been exceptionally successful. The Daniel Stewart's School teaches very much to the same pitch as the George Watson's, but it is smaller, and it is attended by not quite the same class of pupils as the George Watson's. The George Watson's reputation has given it a very large choice; it has always more candidates than it can admit. It is not so with the Daniel Stewart's, which is somewhat out of the town, and not so favourably situated. It is, however, a most successful school. The Heriot's School is also remarkably successful; it provides for a somewhat similar class to the George Watson's and the Daniel Stewart's Schools, and is the best school in Edinburgh for technical education and technical training—scientific work. Merchiston and Loretto are boarding schools attended by a higher social class. The terms are very considerably higher, and they both do very good work—not such good work as is done in George Watson's and Daniel Stewart's, where the majority of the pupils work more under the spur of necessity. The headmasters of both Loretto and Merchiston have told me that when complaints sometimes come to them from parents that their boys were not working very hard; the reply was, "If your boy did not know that he had 10,000*l.* at his back, he would work "very much harder." They have this difficulty to contend with; but they do very good work. There are schools which do more work, but I know none which do it under healthier conditions. I examined Loretto for many years, but I have not done so during the last 10 or 12 years, because the headmaster wished to avoid duplication of examination; he found that the Oxford examiner could exempt his pupils, who went to Oxford, from examination when they went there, while my examination did not do that, and so, for the last 10 or 12 years I have not seen Loretto; but I have seen Merchiston every year for the last five years at any rate.

15,196. Then, roughly speaking, may we say that with the exception of the Heriot Hospital School and the Heriot Watt College, the other secondary schools in and around Edinburgh are classical?—Largely classical; not to the exclusion of mathematics; but their main staple of education is in classics. The Heriot School is an exception only in so far as Greek is not taught. It does remarkably good work in Latin, French, and German, but science bulks more largely in it than in the other secondary schools.

15,197. Classical and literary?—And literary.

15,198. Do you attach any importance, as regards the success or otherwise of the High School, to its being under the school board?—I did not know the Edinburgh High School before the school board took charge of it, but the influence of the school board upon it has been, I believe, good, as it has also been in Glasgow and in Aberdeen.

15,199. Perhaps you would now give us to understand the fees of the great endowed schools?—Eight guineas per annum is the fee for the highest class.

15,200. Eight guineas for boys and 12 guineas for girls?—Yes. Daniel Stewart's is the same.

15,201. (*Lady Frederick Cavendish.*) A higher fee for girls than for boys?—Yes, it is so.

15,202. (*Dr. Fairbairn.*) The High School for long maintained its fees at a higher level; it has, I believe, of late reduced them?—Yes, it has reduced them down to, I think, the level of George Watson's—not higher than George Watson's, at any rate.

15,203. Could you approximately give us the number of pupils under Secondary Education in and around Edinburgh?—I could not give that, I am sorry to say.

15,204. Are there a large number of scholarships in connexion with the Merchant Company's schools, including under that both the George Watson's and the Daniel Stewart's?—Yes.

15,205. Have those scholarships been so exercised as to make the schools accessible to the children of poorer parents?—Yes. Members of the Merchant Company and their descendants have a prior claim to the scholarships in George Watson's, but after a year's residence at school, any lad may compete for a scholarship.

15,206. Do any number of boys pass into George Watson's Schools from elementary schools?—A few; not very many, I believe.

15,207. Where do the bulk of the scholars come from, then?—George Watson's elementary department is a very large one, and a very successful one. Up to what we call Standard V. and Standard VI. they are simply taught as in ordinary board schools, and taught very well, and it is from that source that the upper school is fed.

15,208. Perhaps you will explain, then, how far secondary schools are also in Scotland elementary schools, or with preparatory departments?—I do not remember one, at this moment, that has not got an elementary department, except Heriot's, where no pupil is admitted below 10 years of age, and Gordon's College, Aberdeen, where I think all must have passed Standard IV. before admission. Till lately the Edinburgh Academy had none, and the High School had none, but they have now found the necessity of joining on to the higher school a preparatory elementary school for the last two or three years.

15,209. So that you would say that it is a mark or note of the secondary schools of Scotland that they are also elementary schools?—Yes, certainly; they have elementary departments.

15,210. You do not find, in connexion with this combination, either the elementary department or the secondary department suffer, do you?—I think not at all.

15,211. Are the scholarships in the Merchant Company's Schools tenable by others than those educated in Edinburgh or resident in Edinburgh?—Yes, they are, with a preference, as I said before, for the sons and daughters, or grandsons and granddaughters, of members of the Merchant Company who require aid, but the number of these is small.

15,212. There is a specific number of scholarships given to such?—Yes.

15,213. But over and above that specific number the scholarships are all thrown open?—Yes.

15,214. Do you think, then, that the scholarships of those great endowed schools have been so administered as really to forward the cause of Secondary Education?—I have no doubt of it in the world; I am quite sure of it.

SCOTCH SCHOOL BOARDS AS SECONDARY EDUCATION AUTHORITIES.

15,215. Have the school boards of Scotland the charge of Secondary Education as apart from endowed, proprietary, and private schools?—The ordinary school boards, do you mean?

15,216. Yes?—Yes.

15,217. Perhaps you would explain to the Commission the historical reason for the school boards being the Secondary Education authority?—I presume that it arises from the fact that in the Act of 1872, one of the provisions was:—"the means of procuring efficient education for their "children may be furnished and made available to the whole people of "Scotland," and that the standard of "education which now exists in "the public schools shall not be lowered."

15,218. So that originally both elementary and Secondary Education had been the charge alike of the parish and the burgh?—Yes, clearly.

15,219. And that was maintained in the new Act?—Yes, in the Act of 1872.

15,220. Has there been under the school board, then any extended provision for Secondary Education in Scotland?—Do you mean in the towns or in the country districts?

15,221. I mean, in the first place, in towns, or have they to a large extent been superseded by the redistribution of endowments?—The Edinburgh School Board, and the Glasgow School Board, have taken advantage of the permission to employ the rates for certain purposes in connexion with their higher class schools, such as the High School, Glasgow, and the High School, Edinburgh. I do not think they have used their powers to the extent that they might have done. They require to apply to the Education Department for permission to employ any of the rates for the higher class schools; but I think I am entitled to say that every application has been granted by the Education Department.

15,222. There has been an important provision for Secondary Education in Aberdeen, as well as in Edinburgh, due either to a change in or reform of an old endowment, has there not?—Yes.

15,223. Would you kindly explain the work that is done by Gordon's College, Aberdeen?—When I was in Aberdeen, Gordon's College, as such, did not exist; it was Gordon's Hospital, and was then purely an elementary school with a little addition of higher work, and the children resided in the hospital; the number was (I am speaking without exact figures), I think, about 120 or so; that was all the pupils taught at the Gordon Hospital. At the change you have mentioned all the resident pupils were boarded out or otherwise provided for, and the school opened as a large higher class day school, with very marvellous success. Gordon's College is a most successful school now.

15,224. Have they also a large number of scholarships?—Yes, I think so; but they are confined to the original beneficiaries.

15,225. How has it affected the grammar school of Aberdeen?—It has been a very formidable rival to that school. The grammar school has not been, until lately, a successful institution. The headmaster either had not or did not choose to use his rectorial powers, and the masters were all pretty much on the same footing; they could claim to do as they best pleased, and they did so; and the result was that, I think two years ago, a new rector was appointed, with extended powers.

15,226. What is your feeling, then, as suggested by this experience, as to the relation in which headmasters ought to stand to assistant masters?—I think that headmasters should have a large voice in the appointment of the assistant masters; and in a school so large as any of those we have mentioned, it is, I think, imperative that the headmaster should be a central source of authority. One of the causes why the grammar school, Aberdeen, did not succeed was that there was no central source of authority.

15,227. Aberdeen may be regarded as the centre of a great educational province, may it not?—Certainly.

15,228. The primary schools in that province were also, to a large extent, able to do secondary work, were they not?—Yes, they did for many years, and they do still.

15,229. They did that work very largely under the impulse and by the help of the Dick and the Milne bequests?—No doubt of it.

THE DICK BEQUEST.

15,230. Would you kindly explain to the Commission what those bequests were, and how they are administered?—The Dick bequest was left by an Aberdeen man, and extended over the three counties of Aberdeen, Banff, and Moray, on condition that any emolument arising from the Dick bequest should be paid to the schoolmaster over and above the statutory

salary paid to him as parish schoolmaster. There were in every parish, in Aberdeen, Banff, and Moray, at least one, and in some cases where the parish was large, and the population sparse, two, and I have known cases of three schools in one parish, all taught by graduates. One of the conditions of the parish schoolmaster receiving the Dick bequest was, that he should be a graduate, and should pass a very stiff examination in Latin, Greek, and mathematics. For a long time, until within the last few years, a special additional grant was given to men who passed this examination very successfully. The grant to the schoolmaster varied from year to year, according as the visitor, Professor Laurie, who visited the school once every two years, or three years, but not every year, reported; but that report bore largely upon the amount of secondary work done. That was the basis upon which the graded grant was paid. The Milne bequest applied only to Aberdeen, and was more of an eleemosynary character; it had not the same stimulative effect. I think about 20*l.* a year was paid to all parish schools in Aberdeen from the Milne bequest, and there was no examination and nothing of a stimulative character in the mode of payment. The effect of the Revised Code was, for some time, very injurious indeed to the higher education. The old parochial schoolmaster of 30 or 40 years ago was not pressed to maintain a high level of ordinary work; he could afford to neglect the lower branches, and, therefore, devote his time to the higher ones, and I think it is to that, more than to anything else, that Scotland owes its name of a highly educated country for the poorer people. The pressure put upon the schoolmaster, who had to earn grants under the Revised Code, necessarily withdrew him very largely from attention to the higher branches. That has been met by Professor Laurie by a scheme, of which I can leave you a copy here, and his account now is, that the schools now are quite as high in attainments, and that education is more widely spread, than they have ever been, inasmuch as it is stipulated, that in every Dick bequest school there must he a staff fit to undertake the lower branches, and equal to the requirements of the Code, without the headmaster, the headmaster being entirely set free for the higher branches. Unless that is done, the Dick bequest money is not paid.

15,231. Then matters stand thus: there was a double examination, that is to say, there was first an examination of the master himself before he was admitted on the roll of recipients; and there was, secondly, an inspection of the school?—Yes.

15,232. Then, thirdly, as a restriction, the bequest was for secondary and not for primary education?—That is so.

15,233. That, to a large extent, was defeated under the Code by grants being given only for primary education?—Yes, under the Revised Code, but to a much less extent now.

15,234. And that is now being to a certain extent remedied by the Dick trustees under a new scheme laying down special conditions as to the headmaster being set aside for secondary subjects?—That is so. The visitor now takes cognisance of the number of pupils beyond Standard VI. who pass what is called the merit certificate, and the grants for that are mentioned in this report to which I have referred. The aim of Professor Laurie has been to get pupils to remain at school beyond the Sixth Standard, and, in order to secure that, for the first pupil beyond the Sixth Standard 5*l.* is paid, for the second pupil 2*l.*, and for each pupil thereafter 1*l.* The maximum grant under this head is 15*l.* There is, first of all, a fixed grant of 15*l.* to every school reported by Her Majesty's Inspector as fairly efficient; and there is a grant for the pupils who pass a written examination in the second or a higher stage of Latin, Greek, French, German, mathematics, or agriculture, of 2*l.* for Latin, 2*l.* for Greek, 1*l.* for French, 1*l.* for German, 1*l.* for mathematics, and 1*l.* for agriculture, the maximum amount under this grant being 20*l.* So that a Dick bequest schoolmaster can earn 50*l.* in addition to his other emoluments.

15,235. May I ask you, then, as a matter of your own experience, what effect this maintenance of Secondary Education in parish or elementary

schools has had upon the discipline of the school and the tone of the district?—A completely beneficial influence; a very highly beneficial influence.

15,236. Out of those schools have many men been sent direct up to the universities?—Yes a great many. In regard to one school alone—Keith. Dr. Grant has been 20 years in Keith, and during that time he has sent up 82 lads direct from the country school. I am talking of Banffshire now. That is an average of four a year, and they all got bursaries.

15,237. At the university?—At the University of Aberdeen. Within 10 years, ending the 31st of December 1888, 209 boys went direct from parish schools in the three counties to the university, and 156 others after a few months at a secondary school; in all 365, or 36 per annum, from 122 schools. It is very common for a lad to be educated at a country school for two or three years, and, just before the bursary competition, which is a very strict one in Aberdeen, to go for two, three, or four months to the grammar school in Aberdeen, as a preparation for the examination. That is common now. But 209 went straight from the parish school to the university.

15,238. As a matter of fact, is there any secondary school, strictly so called, in the whole county of Banff?—None. There are large successful schools: for example, Banff parish or burgh school, and Keith public school, and Fordyce. All have bursaries attached to them; and boys from a reasonably near neighbourhood gravitate to those centres. But a great many go straight from the country school to the university.

15,239. As regards the degree in which it is educated, how would you say that this county, without so-called secondary schools, stands?—Extremely well. I wrote to the inspector of that district the other day, wishing to know how far the love of education, for its own sake, or for what it produces, continued in Banffshire, and he sent me a list of the bursaries gained by pupils from Banffshire, together with a copy of the examination papers that they use in their competition for bursaries, and the scheme also under which they administer the equivalent grant. I can lay all those papers before you.

15,240. May I ask whether, in your opinion, this method of administering the Dick bequest and maintaining Secondary Education in elementary schools, has been proved by the experience of certain counties in Scotland to be sufficient, in districts where the maintenance of secondary schools is impossible?—I think so. I do not think that there is any case of a clever boy in Banffshire failing to get to the university, if he has the requisite intellectual power.

15,241. At the same time you feel that it is a desirable thing to have Secondary Education in secondary schools, in selected districts?—Certainly. So far as centres are self-formed, they are very good, but I do not think it is good to create centres and force them at all. If a centre is further than three or four miles from any school, it may as well be 20 miles away; the pupils will require to leave home to attend the school, and any distance more than three or four or five miles might as well be 20 miles.

15,242. Have you anything further to remark relative to the work of these so-called elementary schools in Secondary Education?—I think the method followed by the Banffshire authorities is remarkably good. Their aim has been to give recognition, however little, to at least one school in every parish, in order that the children who, by-and-bye, may gravitate to a centre may go up thoroughly well prepared. Then they have, to begin with, the remarkable products of the Dick bequest in the form of one graduate for each parish. An Aberdeen graduate means a thoroughly good Latin scholar; I think I may say so in the presence of Professor Jebb; if they know anything, they know Latin well; they have that advantage. And it is a truism to say that bursaries or scholarships are of no value unless there is teaching power, an enthusiastic competent teacher to give the instruction — they have that advantage. Then by giving recognition in some form (they have a great many little endowments)

to every school, some small recognition, but enough to give motive and stimulus to the teacher, they secure that when they do gravitate to the centre they go up thoroughly well grounded. All the teachers in Aberdeen, Banff, and Moray know that it is no use sending a boy to a centre unless he has left his home school fairly well prepared and grounded in the elements.

15,243. There are in connexion with Gordon College a number of scholarships held by boys from the rural districts, are there not?—I think not. But boys with bursaries from rural schools attend Gordon's College.

15,244. Is it not the case that the Dick trustees have admitted representatives of the northern school boards among their number?—Yes.

15,245. Then surveying the whole field, is there anything that you feel ought yet to be submitted by you to the Commission?—No, I think not. I think you have almost exhausted anything that I have to say upon the subject. One of the questions submitted to me by Mr. Bruce was the influence of largely endowed schools managed by private bodies on secondary schools under public management. One of the influences has been a very healthy stimulus to public schools, as has already been mentioned, the reduction of the fees, and consequently the spread of education wider among the poorer classes.

15,246. You might also state in that connexion what the result has been of the breaking up of the great monastic schools or hospitals like Gordon's in Aberdeen, like George Watson's and Daniel Stewart's in Edinburgh, and the Merchant Maidens?—It has been entirely beneficial, I have no doubt about it.

15,247. Both as regards the character of the boys, the quality of the education, and the range of persons reached?—Yes, I have no doubt of that at all.

15,248. (*Mrs. Sidgwick.*) What exactly did you mean by saying that secondary schools are also elementary schools; did you mean that the elementary department is used by itself as providing complete education of an elementary kind for those leaving at 12 or 13 years of age?—I do not quite follow the question.

15,249. These large Edinburgh schools are elementary as well as secondary, you said?—Yes.

15,250. Did you mean by that, that they are used by boys who leave school at the age of 12 or 13?—I think not.

15,251. So that they are only elementary in so far as elementary education is preparatory for secondary?—Yes.

15,252. Why are the girls' fees in the endowed schools fixed higher than those for boys?—I do not know, unless it be that they are taught music.

15,253. That is, you think that it is because their education is more expensive, not because they have a smaller share of the endowment?—I presume it is because of the music lessons; I do not know exactly why it should be. It is the case.

15,254. (*Lady Frederick Cavendish.*) Are the elementary departments under the same roof, or are they separate buildings?—They are under the same roof, but in quite separate classrooms, of course.

15,255. (*Mrs. Bryant.*) In connexion with the lowness of the boys' fees, is there a deficiency in the science teaching in the boys' schools—a deficiency in the apparatus for science teaching?—They are gradually improving that; it is very complete in Heriot's. They are adding a laboratory at the George Watson's School, and they propose to do so also at the Daniel Stewart's School; they have also a laboratory at the Edinburgh Academy, and they have one at the Edinburgh High School. There is a general movement towards laboratories and technical education in all the schools.

15,256. That being so quite recently. I suppose?—Quite recently, except in the case of Heriot's, which has been for eight years a very good science centre.

15,257. Have you any statistics which would give us an idea, in proportion to the population, what number per cent. or per thousand are receiving Secondary Education in Scotland?—No, I could not give you that.

15,258 (*Mr. Sadler.*) Has the success of the working of the Dick bequest in your judgment depended upon a large number of the primary schoolmasters having had a university training?—I think so, not only a large number, but all; they all have. When I went to Aberdeen 30 years ago, I could count upon the fingers of one hand all the parish schoolmasters who were not graduates; and at this moment very much the same is the case in the Dick bequest counties.

15,259. Do you happen to know whether many of the boys who have been helped forward by the Dick bequest through bursaries, return afterwards as teachers to their own villages?—I have no doubt they do in very large numbers in the three counties of Aberdeen, Banff, and Moray.

15,260. (*Mr. Yoxall.*) What do you think is the practical result of the school boards having the control, within their own area, over both primary and Secondary Education?—It is very various. I think it is thoroughly good where the school board is large, intelligent, and largely permanent; because in large towns like Edinburgh, Glasgow, and Aberdeen, whatever small changes may take place, there is always a sufficiently large permanent element that is bound to maintain the tradition; but I am quite satisfied that in country districts, with school boards of five or seven very often uneducated men, and with usually a very small permanent element, their influence upon higher education has been the reverse of good. The aim of the typical rural board is to reduce the rates, to keep down the expense. They have no sympathy with, and do not know anything about, higher education, and they have been elected by the ratepayers upon the understanding that they will keep the rates as low as possible. I can speak positively of a number of parishes where, 30 or 40 years ago, a good Secondary Education could be got at the parish school, and where it is not to be got now. I myself was never at anything but a parish school until I went to college, and I could not get now, in my native parish, what I got 50 years ago: and I could name some other colleagues of my own in the inspectorship who could say the same. These remarks apply, of course, to counties outside of the Dick bequest counties Aberdeen, Banff, and Moray. I do not say it is universal, but it is common. The schoolmaster now is compelled to earn money, and if he earns money from the grant, he cannot attend to the higher branches without additional staff. What is wanted now is a return to the old parochial system in one way, with a very important modification. The old parochial schoolmaster of Scotland attended very successfully to the clever bright boys, and brought them forward; he had little interest, or at least he took little interest, in the lower branches. What is wanted now is the appointment of a man who shall be as free to attend to the higher branches, while the lower branches are sufficiently cared for by the rest of the staff under his superintendence.

15,261. Your view is that the effect of Government grants has been to concentrate the attention of such men upon the lower branches of the school?—Yes. I think that Scotland would not have gained, by the universal spread of perfection in the three R's, the name which it has gained by the best brains of the country being laid hold of by the parish teacher, and utilised. I do not mean to say that the old parish school was not deficient in some very important respects. Neglect of the lower branches and duller pupils was a serious fault; but Scotland owes its educational reputation to the fact that the teacher, rightly or wrongly, gave special attention to the higher branches.

15,262. Are you of opinion, then, that the school board, provided it be elected from a sufficiently large population to represent a sufficiently large area, is a suitable body to have the control both of primary and Secondary Education, if a public body of any kind is to be appointed?—I think so.

15,263. And would you prefer the school board having joint control over both forms of education, to the school board having control over primary education and another educational body having control over Secondary Education, both within the same area?—Yes, I think so; given a sufficiently wide area, and the appointment of a sub-committee of special fitness from an educational point of view.

15,264. (*Dr. Fairbairn.*) Many of the results you have described of course followed, not from the school board, but from the law under which it worked?—Yes, exactly.

15,265. And what you would like to see would be the present care for the lower branches supplemented by the ancient care for the higher?—That is what I want.

15,266. (*Mr. Yoxall.*) Are the graduates at the head of schools receiving grants from the Dick bequest men who are trained teachers, as a rule?—Many are now trained. They used not to be; they used to be very often clergymen, that is to say, licentiates who were tempted by the large emoluments of the Dick bequest to take the school, and wait until a vacancy occurred in some church.

15,267. Then taking the schoolmasters, to whom we are referring now, of the present day, were many of them originally teachers of primary schools only?—In Aberdeen, do you mean?

15,268. Or elsewhere, in other parts of Scotland; were they teachers of primary schools only, who afterwards received appointments to schools under the Dick bequest, where they could do secondary work as well as primary?—I think they simply took charge of a school in Aberdeen, Banff, or Moray that was partly primary, with a larger or smaller secondary department attached to it.

15,269. Then from your experience of the three counties referred to, what would be your opinion of the suggestion for England, that in the rural districts the need for Secondary Education might be economically, and yet sufficiently, met by adding to certain elementary schools a secondary top or highest class?—I think that that is the only way in which the wants of rural parishes can be met, unless there is a convenient centre. Of course centres are better if they can be found within reasonable distance of a child's home; but in no other way can the want be met.

15,270. And it would be a necessary concomitant, would it not, that the master of a school should be master both of the primary and secondary part?—Yes, I think so.

15,271. He should be a person capable of teaching both parts?—Yes, he should be a person capable of teaching both—knowing the character of the work of both, but confining himself largely to secondary work, but superintending the whole.

15,272. Therefore it would be essential that he should be a trained teacher?—I think so.

15,273. (*Dr. Wormell.*) Is there a strong line of division in Scotland between trained and untrained teachers?—Not a strong line.

15,274. Or between elementary teachers and secondary teachers?—That is pretty strong.

15,275. The Educational Institute of Scotland has members from all branches of the profession, has it not?—Yes.

15,276. Has the influence of the Educational Institute been to break down that barrier or line of division?—To a certain extent; but there is an association of secondary teachers, pure and simple.

15,277. Is the line getting less marked as time goes on, do you think?—I do not know that it is.

15,278. (*Mr. Llewellyn Smith.*) How far do you think that the experience of the Dick bequest has application directly to the action of a publicly elected authority; how far has it depended on the elasticity which is possible under the voluntary management?—I do not quite follow the question.

15,279. I want to know how far you think the experience of the work of the Dick bequest could be applied directly in formulating a scheme in which such action would be taken by a publicly elected authority, and not by a voluntary authority?—If the publicly elected authority had sufficient power and daring to apply for rates sufficient to supply a head teacher, who should be competent for the higher branches, and also a staff sufficient for the lower branches, that headmaster should be over and above the Code requirements for the ordinary branches, so as to have time to devote to the higher branches.

15,280. You do not think that there would be any difficulties in the selection of schools from local jealousies?—I should think not; they cannot all be equal, and in every district one school has probably a higher name than another.

15,281. Then you think that the work of the Dick bequest might serve as a precedent?—It would be quite competent for the school board to say. "We want to have one thoroughly good school in every parish, "and we choose this school, and appoint Mr. So-and-so the master of it, "and we give him a staff sufficient to work the ordinary branches, and "leave him free to take charge of the higher branches and superintend the "whole school."

15,282. You see no reason in the nature of things why the same action should not be taken by a locally elected body using local funds?—I think not, if they had the courage to do it. They would require to meet the complaint of the ratepayers from whom the money was taken for the support of the extra teacher; but if they had the means and the courage to do it, I do not see why they should not.

15,283. (*Mr. Lyttelton.*) In such a school as that which you contemplate, should you suggest that the power of appointment of assistant masters should be entirely in the hands of the headmaster?—Not entirely in the hands of the headmaster, he should be largely consulted.

15,284. And as regards their dismissal?—There again, I think, he ought not to have absolute power of dismissal.

15,285. But should be in consultation with the board you think?—Yes.

15,286. What is the usage in Scotland generally on that point?—In the Edinburgh High School the headmaster can neither appoint nor dismiss an assistant. In the schemes framed for the Merchant Company's Schools and Heriot's School the headmasters have power of appointment and dismissal, subject to the approval of the governors.

15,287. But formally he has to report it, and have it ratified?—That is so.

15,288. And in smaller schools, what is the usage?—It is the same there as in the High School; the headmaster is consulted. I do not know of any case where he has absolute power of dismissal.

15,289. Do you know whether there is any feeling in Scotland among the assistant masters, that the power of the headmaster should be further curtailed in that respect?—I am not aware of any feeling of the kind.

15,290. And the headmasters themselves do not wish that their powers should be any further extended, as far as you know?—I have not heard that said either.

15,291. (*Mr. Jebb.*) As a graduate of an English university, can you institute any comparison between the average quality of Secondary Education in Scotland and in England respectively as represented by the average university student. Does any salient point of difference occur to you?—Speaking of my own experience of Cambridge, and as examiner in classics in Edinburgh and Glasgow for the degree of M.A., I should say that the average Scottish graduate gives a better guarantee for sound attainments in the higher subjects than the pass man in Cambridge.

POSITION OF ASSISTANT MASTERS IN SCOTCH SCHOOLS.

15,292. (*Chairman.*) Are appeals by assistant masters against dismissal frequent in the Scottish Burgh Schools, within your knowledge?—I do not think that I ever heard of one, but I do not think that the headmasters have the power of dismissal, as a rule.

15,293. You mean that, in reality, the dismissal must be the act of the governing body?—Yes, I believe so.

15,294. That is to say, it is not the act of the headmaster?—No. Of course he has, or ought to have, great influence both in appointing and dismissing, but it comes through the governing body.

15,295. It is their act, and not the act of the headmaster?—Yes.

15,296. (*Dr. Fairbairn.*) That is true, both of public schools and endowed schools, is it not?—Certainly of the public schools, but not of all endowed schools.

LEAVING EXAMINATION.

15,297. (*Chairman.*) Under the leaving examination system in secondary schools a boy may be presented for examination in any one or more subjects according to the choice of the schoolmaster?—Yes.

15,298. And the passing in any subject is not necessarily a condition to his being submitted in other subjects, I understand; that is to say, that a boy submitted for the leaving examination is not obliged to submit certain compulsory subjects in order to be admitted to examination in other subjects?—He can take anything he likes.

15,299. Does that system, so far as you know, work well, or would you prefer to see a plan introduced under which the boy must be submitted in certain subjects, in order to be submitted at all?—There is a very strong feeling that it is degrading the leaving certificate to allow a boy to be able to boast of having a leaving certificate on simply passing in lower arithmetic; that it is giving too big a name to too small a thing, and that it would be better that it should be combined with one or more other subjects.

15,300. Can any boy now say that he has got a leaving certificate on having passed in lower arithmetic?—Yes.

15,301. But he can only say that he has had a leaving certificate in lower arithmetic alone; he cannot say that he has a leaving examination certificate generally?—No, of course not.

15,302. (*Dr. Fairbairn.*) You do not see any difficulty in a central education department doing for rural schools what the trustees of the Dick bequest have done for the north-eastern counties, do you?—No, I do not, if it would not be a very large and cumbrous machinery. The experience of the Dick bequest extends over a very small part, and has been very successful, but it has been within comparatively small and fairly workable limits.

BURSARIES OR SCHOLARSHIPS.

15,303. In itself you do not see any intrinsic difficulty?—No, I do not.

15,304. (*Chairman.*) Is there anything else that you would wish to say?—I was asked some questions about the effect of bursaries, and the advantage or disadvantage of scholarships in connexion with Secondary Education.

15,305. What is it that you would like to say upon that point?—I do not know of any disadvantages as long as you secure two conditions, viz., a sufficiently qualified man to prepare the pupils for them, and that a sufficiently high pitch of education is maintained. I cannot conceive of

there being any abuse of them so long as the pitch of education is maintained, so that no one is driven into the learned professions who would be better at manual labour.

15,306. Are you speaking now of bursaries to enable boys to continue their education at secondary schools, or are you speaking of bursaries to enable them to go to the universities?—I am speaking of bursaries to enable them to continue at secondary schools.

15,307. To be held at secondary schools?—Yes, and to go from thence, of course, to the universities. I may mention that Banffshire, which has not a single secondary school proper, has during the last 10 years sent direct to the university 151 students, and this is due to the combined influence of school bursaries that require teachers of scholarly attainments to prepare the pupils for the competition; and this type of teacher is secured by the higher amount received from the Dick bequest. If these two conditions, viz., the condition of satisfactory teachers, and the keeping up of the test sufficiently high, were maintained, the question of a sufficient supply of Secondary Education for rural districts would be thoroughly solved.

15,308. What is the amount of those school bursaries?—They vary very much. Some of them are very small, but they are large enough to induce a boy to remain a year or two longer at school.

15,309. And how are they awarded?—They are awarded by competition, and then these bursaries lead to others for the universities, some of 22*l.* 10*s.*, and others of 30*l.* a year.

15,310. But there is a fresh competition for those at the universities?—Yes, there is a fresh competition for them. The result has been that a tradition has been created in Banffshire of clever boys rising through education to important positions. That has become fairly ingrained in the people, and the love of education is as strong in Banff now as it has been for the last 50 years, in spite of the tendency of the Code for a number of years to reduce the amount of higher education.

15,311. That is to say, the influence of those two things has withstood the pernicious influence of the Code?—Entirely; and it is, perhaps, true to say that it is only in those three counties that this pernicious influence of 15 years ago (for it is very much weakened now) has been thoroughly withstood.

15,312. (*Mrs. Sidgwick.*) In your opinion, is any harm done by those bursaries; for instance, are boys brought forward when they ought not to be, and afterwards become underpaid clerks?—No, I do not think so.

15,313–4. (*Chairman.*) Is there not even a burgh school?—There is the burgh school of Banff, but it is simply the old parish school; it is a State-aided school in the fullest sense of the term. And these are all State-aided schools from which the boys have passed by means of bursaries and competition, through the ordinary standards, in the ordinary work, and up to the universities.

The witness withdrew.

Note.—I append herewith the scheme according to which the Edinburgh Burgh Committee have distributed the 3,500*l.* per annum of the Equivalent grant for Secondary Education. It will be seen that the whole of it is given for the encouragement of Secondary Education of promising pupils of from 10 to 12 years of age in State-aided schools; that age being chosen as the one at which pupils from primary schools can most easily, on their removal to secondary schools, get into line with pupils in secondary schools. J. K.

Secondary Education Grant.

Burgh of Edinburgh.

Division of Grant as adjusted by Scotch Education Department, January 1894.

—	Grant.	Free Scholarships.
1. To the school board, as managers of the High School, the sum of 1,000*l.* on condition of their establishing free scholarships for boys in that school to the number of 50 - - -	£1,000	50 boys.
2. To the governors of the Merchant Maiden Hospital the sum of 500*l.* on condition of their establishing free scholarships for girls in their school to the number of 40 - - -	£500	40 girls.
3. To the governors of George Watson's Hospital the sum of 500*l.* on condition of their establishing in their schools:—		
(*a.*) Free scholarships at George Watson's College for boys to the number of 30 - - - - -	£250	30 boys.
(*b.*) Free scholarships at George Watson's College for girls to the number of 20 - - - - -	£250	20 girls.
4. To the governors of Daniel Stewart's Hospital the sum of 250*l.* on condition of their establishing in their school free scholarships for boys to the number of 30 - - - -	£250	30 boys.
	£2,250	170
NOTE.—These 170 free scholarships shall be awarded by competitive examination among scholars of not less than 10 nor more than 12 years of age, who have attended for at least two years any State-aided school in Edinburgh or at Gorgie Public School, under the St. Cuthbert's and Dean School Board, and shall be tenable for four years. As nearly as possible one-fourth shall be awarded in each of the first four years in addition to any vacancies that may arise, and the committee shall have power to extend the period for which the bursary is tenable on the recommendation of the headmaster of the school at which the scholar is attending. The scholars in the order in which they stand as the result of the competition shall have the privilege of choosing the secondary school which they may prefer to attend, but this liberty of choice shall be limited by the number of free scholarships established in connexion with the several schools.		
5. A sum of 250*l.* shall be devoted to the establishment of 50 scholarships to be held at Heriot's Hospital School. These scholarships shall be open to boys of not less than 10 nor more than 12 years of age, who have attended for at least two years any State-aided elementary school in Edinburgh or at Gorgie Public School, and shall be of the yearly value of 5*l.*, and tenable for four years - - - - - -	£250	50 boys.
	£2,500	220
	160 boys. 60 girls.	£1,750 £750
	220	£2,500
6. The sum of 800*l.* to be set aside and paid in the form of a capitation grant to the managers of State-aided elementary schools in Edinburgh and of Gorgie Public School on the principle that, so far as the fund admits, the capitation grant shall be 5*l.* for every scholar that obtains the leaving certificate, lower grade, on condition that such certificate shall include two subjects, of which one must be English. In the event of the number who obtain the certificate being so great that the fund will not admit of a payment of 5*l.* for each, the capitation grant shall be proportionately reduced. This grant to be in addition to the Parliamentary grant - -	—	£800
7. A sum of 200*l.* to be paid to the School Board of Edinburgh for the purpose of promoting Secondary Education in evening continuation schools - - - - -	—	£200
		£3,500

The Right Honourable the Lord Davey of Fernhurst, examined.

15,315. (*Chairman.*) You have had, I think, a very long experience as Counsel in cases which arose under the Endowed Schools Acts?—Yes; I was Junior Counsel to the Endowed Schools Commission before it was transferred to the Charity Commission, and then after I was made a Queen's Counsel I became their leading Counsel, and I continued so until I left the bar.

15,316. Will you favour us with your views upon the position which the Charity Commission ought in future to occupy in relation to the work of Secondary Education, and particularly in regard to the supervision and remodelling of endowments; including in that the relation which it ought to sustain to the Executive Government and to Parliament?—I must take the liberty of asking a question first. Do you mean the Charity Commissioners in respect of their ordinary jurisdiction over charities generally, or do you mean the Charity Commissioners acting as the Endowed Schools Commissioners under the Endowed Schools Acts, because the two jurisdictions, as you are aware, are of a totally different character?

JUDICIAL FUNCTIONS OF CHARITY COMMISSION.

15,317. It was to that very point that I desired to call your lordship's attention, in the hope that you would indicate to the Commission what you conceive to be the different principles, if different at all, which ought to be applied in determining the future position of those two sides, if one may call them so, of the Charity Commission?—I gave evidence before the Select Committee of the House of Commons recently on the question of the ordinary work of the Charity Commission over charities generally as to what was the character of their work, and whether it was of a judicial character; and I stated my views very fully at length in that evidence. The Charity Commissioners in respect of their ordinary jurisdiction over charities are but a delegation from the Court of Chancery. The jurisdiction which they exercise is not larger than was formerly exercised by the Court of Chancery, and which is still exercised by the Chancery Division of the High Court of Justice in every case of a charity which does not fall within the jurisdiction of the Commissioners. For example, the power to make schemes, the appointment of new trustees, and the power to do a number of other things, is vested in the Charity Commission where the charity property does not exceed 50*l.* a year, and above that limit with the consent of the trustees. But if the trustees do not consent, then identically the same jurisdiction is vested in the Chancery Division. The ordinary jurisdiction of the Charity Commissioners is in fact with the addition of certain statutory provisions for better enabling them to exercise their jurisdiction, the same jurisdiction as is vested in the courts. But the jurisdiction under the Endowed Schools Acts is of an extraordinary character. It is jurisdiction of a legislative character, to a certain extent judicial no doubt, but of a legislative character, because they are invested by the Endowed Schools Acts with the power of making schemes, and of altering trusts with a view of making schemes in a manner which could only have been done by an Act of Parliament, except for the Endowed Schools Acts.

15,318. That is to say they have powers which never were enjoyed by the old Court of Chancery nor are now by the Chancery Division?—Exactly; and those powers are more or less of a legislative character, being such as are ordinarily exercised by the Legislature.

TRANSFERENCE TO CENTRAL AUTHORITY OF FUNCTIONS UNDER ENDOWED SCHOOLS ACTS, AND OF ADMINISTRATION OF EDUCATIONAL ENDOWMENTS.

15,319. Therefore you would say that although there was an administrative element in the jurisdiction which was exercised by the Court of Chancery over trusts, and although there is a judicial element in the jurisdiction exercised now by the Charity Commission under the Endowed Schools Acts, still, broadly speaking, one may distinguish the old jurisdiction as being more judicial in its character, and the new jurisdiction under the Endowed Schools Acts as being more administrative in its character?—Yes. Under the Endowed Schools Acts the Commissioners are practically unrestricted in their power of diverting educational endowments from one form of education to another form of education. I remember a case in which an endowment for the maintenance of a divinity exhibition, I think, at Oxford, or Cambridge, or perhaps both, was diverted to a middle class school. It was the subject of an appeal to the privy council where it was determined that it was within their powers So that they can deal with endowments with a much freer hand, and in that sense it differs from the ordinary jurisdiction of the Commissioners over charities. In regard to the particular question which I was asked to express my opinion upon, I still retain the opinion which I expressed

before the Select Committee of the House of Commons, that it would not be wise to give the ordinary jurisdiction over charities to a Minister of State who was a political officer answerable to the House of Commons; but I do not see the same objection with regard to the educational endowments; and, indeed, with a view to a large scheme such as I should like to see established of Secondary Education, combined with primary education, on the one side, and with university education on the other, I think that it would be the best thing to do, namely, to vest the entire powers of the Endowed Schools Commission, and I think also the control over the administration of endowments under the schemes to be made in a minister of education who would act according to a settled policy to be determined by Parliament. I think that might very well be done.

15,320. Then you would, in fact, transfer the administration, speaking broadly, which the Charity Commissioners have enjoyed since 1869 under the Endowed Schools Acts to the Secondary Education Department of the future, and you would leave the old jurisdiction with the Charity Commissioners?—That is what I should feel disposed to do. I do not know whether you inadvertently used the expression "the Secondary Education Department"; but my own opinion is, that there should be one Education Department which should have the control both of primary and secondary schools.

15,321. I used the term—and I ought perhaps to have put it in that way—only as denoting the department which should have charge of secondary examination, whatever the department might be; I did not intend to introduce any further question at this stage. But it has been suggested that difficulties of an administrative character might arise where action which would be taken under the general power of the Charity Commissioners was required for the purposes of modifying an educational trust, and that there might be a certain difficulty in having one part of the work done by the department charged with Secondary Education, and the other part done by the Charity Commissioners. Do you think that any difficulties of that kind would arise?—You mean with regard to mixed endowments?

LEGAL APPEALS TO JUDICIAL COMMITTEE OF PRIVY COUNCIL.

15,322. Partly mixed endowments, and partly cases in which some things would require to be done of such a nature as to belong to what may be called the ordinary administration of trusts by the Charity Commissioners?—No, I do not think there would be any difficulty in that because already the Department of Education has very considerable control, not a complete control, over endowments which are devoted to elementary schools, and I do not see any difficulty in principle in extending the same purely administrative powers to the secondary schools. One must understand the scheme of the Endowed School Acts, which were very carefully prepared, and the machinery, no doubt, was very carefully considered. On every question of policy the Endowed Schools Commissioners were absolute, subject to a veto of the Minister of Education, and subject to the control of Parliament. That was right, because that was purely legislative. But of course, in framing their schemes they had to determine questions of law, questions of construction of the Act itself, whether the particular endowment was within it, or whether part of it was within the Acts—whether it was a mixed endowment, and whether the mode in which they proposed to deal with it was in accordance with their powers. On every question of that kind an appeal is given to the Privy Council. The Appeal Clause in the Act of Parliament has been very much attacked, and I have succeeded very often in convincing the Privy Council that a particular appellant had no *locus standi*; but practically if you regard the trustees of an old charity as representing the public, interested in the maintenance of the charity to the purposes to which it was given, except so far forth as the Act permitted the diversion, there was an appeal given to the Trustees on the general question whether the scheme was in conformity with the scope of the Acts. But wherever any individual was affected, or any vested interests of any master, or officer, or any boy in a school, or wherever any particular individual interest was affected by the scheme; then an appeal is given to the individual. So that on the one hand on questions of policy which are of a legislative

character, Parliament was the ultimate Court of Appeal, and on questions of a legal character there was a special appeal provided, not to the ordinary courts of the country, but to the Privy Council, sitting judicially of course, and having the case argued before them. And I do not see why although you transferred the functions with possibly some enlargement of the Endowed Schools Commissioners or, to speak more accurately, of the Charity Commissioners acting as Endowed Schools Commissioners to the Minister of Education, you should not retain that appeal to the Privy Council on questions which have to be determined judicially.

15,323. Those would, of course, be questions which may be said to be either questions of private right, such as would be raised by an individual, or questions in which the trustees would be admitted as affecting what might be called the public interest of the locality?—Yes.

15,324. And in those cases you conceive that a sufficient safeguard, if any were needed, would be provided by retaining the existing appeal?—Yes, I think so.

15,325. But the difficulty which has been pressed upon us, and to which I rather desired to call your attention, was one which might arise in the preparation of schemes. It was said that part of the work would have to be done in the department charged with Secondary Education, and part of the work would have to be done in the office of the Charity Commissioners; and it was suggested to us that a certain amount of delay and inconvenience might arise from the necessity of going through both those authorities, whereas both parts of the work are at present done in the office of the Charity Commission?—I thought you contemplated transferring the whole jurisdiction of the Endowed Schools Commissioners, to the Minister of Education. If so, the Charity Commissioners would have nothing more to do with it than they had, for example, when the Endowed Schools Commissioners were a different body which they were originally, as you know.

15,326. That is so, no doubt; but what has been suggested by some witnesses to us was that the Charity Commission should remain the body which had the oversight of the endowed schools *qua* trusts, on their purely legal side, whereas questions of policy, such as educational questions, should pass to the control of the department which administered Secondary Education?—I have heard that scheme suggested, and have discussed the subject with persons of experience. I do not myself think it would be worth while. If you bring the educational endowments, as I should like to do, into a large scheme of Secondary Education, under the control of the Minister of Education, I think it would be better that the Minister of Education should have the whole control over the administration of the schools as well, and I do not think there would be any greater difficulty in that than there is in the present system under which the Vice-President of the Council has the administration of the elementary schools.

15,327. Was it in fact the case that before the work of the Endowed Schools Commissioners was given to the Charity Commission, a certain amount of delay and inconvenience arose from the existence of that body as distinct from the Charity Commission?—I never heard that. Do you mean before the Endowed Schools Acts were passed?

15,328. No, between 1869 and 1874?—No. The Endowed Schools Commissioners you remember were merely for the purpose of making schemes. When they had made a scheme then it became a charity like any other, and fell under the administration of the Charity Commission; but in the making of the scheme the Charity Commissioners had no more to do with it than I had. I think it would be better to separate the educational endowments from the ordinary charities, and, if you place the disposition of educational endowments under the Minister of Education, to retain the administration in the same hands. That is my opinion.

15,329. Then may I take it that your view is that what would remain to the Charity Commissioners after such transfer would be their

jurisdiction over non-educational charities?—Yes, eleemosynary charities and so forth. You include in educational charities, charities of course which are by statute, or which may by statute be made educational. There is a list of them. Possibly on some questions involving judicial acts or the exercise of judicial discretion reference to the Charity Commissioners might be advantageously retained.

15,330. There is at present a process under the Endowed Schools Acts (and of course a process susceptible of enlargement), by which non-educational charities may be transferred to educational purposes?—Yes, with the consent of the trustees.

15,331. (*Mr. Lyttelton.*) But would the schemes after they have been made return to the Charity Commissioners as a charity trust?—Not if Parliament decided otherwise; unless Parliament decides otherwise they would. At present, as you see, it is a little confused by the Endowed Schools Commission being the same body as the Charity Commissioners. When the Charity Commissioners acting as the Endowed Schools Commissioners have made a scheme, and the scheme has received Her Majesty's assent, and has not been thrown back by either House of Parliament, then the school falls back under the ordinary jurisdiction of the Charity Commission.

15,332. (*Mr. Llewellyn Smith.*) And amending schemes are, as a rule, made under their ordinary jurisdiction?—Yes; usually the schemes contain a clause that the scheme may be amended by the Charity Commission in their ordinary jurisdiction.

15,333. And without that clause the schemes would not be open to that amendment?—No, I do not think that the Charity Commission could do it; I think it would require a fresh Act of Parliament. But that is a matter of opinion which would have to be considered.

15,334. Your proposal would involve the deleting of that clause in future schemes?—Well, you would vest by Act of Parliament (I am talking of the future) the whole jurisdiction of making schemes and amending schemes, and altering schemes, in the Minister of Education.

15,335. The educational endowments under the Minister of Education would no longer be subject to the general law of trusts?—Not as separate trusts.

ADMINISTRATION OF EDUCATIONAL TRUSTS.

15,336. (*Chairman.*) Do you conceive that it might be an objection to the view that the whole administration of educational trusts should be transferred to the Minister of Education, that therewith some of those functions which you have described as judicial, or *quasi* judicial would pass to the department charged with Secondary Education?—I do not think that the functions would exist in the same way, because I should regard the educational endowments as a public fund appropriated to education to be carried out, according to the view that I have in my mind, by the local authorities under the general superintendence of the Minister of Education; and judicial questions such as those which arise in the administration of trusts could hardly arise in that character.

15,337. Would not, however, a change in the law be required in order to set free those educational trusts from some of the fetters by which they are now bound?—Undoubtedly. And you must observe of course that there will be restrictions and fetters which Parliament probably will not be disposed to get rid of, which, of course, there ought to be some means of enforcing. And, so far as the making of schemes is concerned, the appeal to the Privy Council was intended to cover, I give as an illustration, restrictions of a religious character, or denominational character.

15,338. I was going to put that question, and ask you whether you did not conceive that those judicial or semi-judicial functions which arise out of the interpretation of the Act of 1869, such as the determination of the mode of applying section 19, would remain as in the hands of the Education Minister, unless you provide some judicial machinery for determining it?—Subject to appeal to the Privy Council in making schemes. But I will

assume that a scheme is made, that it has been determined, perhaps ultimately by the Privy Council, that the endowment falls within section 19; and is appropriated to, say, exclusively Church of England purposes, and the scheme is made in accordance with that determination. If the local bodies, whether trustees, or whatever you choose to call them, which have the administration of that scheme, do not comply with the terms of the scheme, I conceive that the Attorney-General would have exactly the same jurisdiction that he has at present, to apply to a court of law to restrain—not the Minister of State, but the local authority—from misapplying the funds; that is to say, applying them in a manner which is not sanctioned by their scheme.

15,339. But it might be desirable, in a case of that kind, might it not, to give a direct right of intervention to the central authority, whatever it was?—Yes, that is a matter of detail; as to whether it is the Attorney-General, I am old-fashioned, and I prefer the old-fashioned ways; and I should prefer that proceedings in the name of the public should continue to be taken by the Attorney-General. But that is a matter of detail. If Parliament decides otherwise it is a mere name that you use.

15,340. In one form or another you conceive that the right of the public to secure the due administration of the scheme ought to be publicly enforcible?—Yes, and when I spoke of the jurisdiction under the Endowed Schools Act, you must remember that that jurisdiction is of making schemes; that is what I propose to vest in the Minister of Education, and the schemes ought, in my view, to provide a body of public trustees in convenient localities within a convenient district for the purpose of administering those charities, whether it is the county council, or whether it is a body made expressly *ad hoc*, or whatever it is, or whether it is co-opted, or elected. But there should be a public body in a convenient area for the purpose of administering the schemes made for the secondary schools within that area, and that body, like the county council or any other body in this kingdom, would be liable to be sued in the courts if they committed a breach of trust, or if they misappropriate money; that is to say, if they spent the money on a purpose to which it was not appropriated. That would be in the way of administration. One must carefully keep in one's mind the process of making your scheme that is, determining the purposes for which it shall be appropriated, the method in which it shall be appropriated, and the action of the body which has to administer and carry out that scheme when it is made. I may perhaps have stated my views carelessly, but I do not mean that the Minister of Education should administer all the educational trusts throughout the country.

15,341. I do not think that we understand you to suggest that. I understand you to suggest that he should have a sort of general oversight, but that the administration should belong to the local bodies, or authorities?—Certainly.

15,342. Do you conceive that that administration would be, speaking generally, somewhat similar to what the Charity Commission have now, where a scheme exists, or would you enlarge it?—I should be very loth to give judicial powers to a minister of State. Supposing, for instance, that it were alleged that a scheme had made a school a Church of England school, and that the trustees were not applying the fund in accordance with the scheme, I think that that question ought to be determined by a court of law and not by a political officer. I think that the courts would be better than the Charity Commission; but either the Charity Commission or a court of law ought to determine a question of that kind, I think.

15,343. But you are contemplating there, are you not, a case where the question to be determined would be upon the interpretation of some document, whether a scheme or a statute or a deed of foundation?—Yes.

15,344. The case you are putting is not the question of the policy of applying the money in a particular way, but a purely legal question?—A purely legal question.

15,345. It is now, is it not, the duty of trustees of all charities to send up annual accounts to the Charity Commission?—Yes.

15,346. Would you conceive that, in future, the accounts of educational charities ought to be sent to the department charged with the oversight of Secondary Education, or would you allow the Charity Commission to continue to be the body for receiving those accounts?—I think it would be better, if you separate the educational endowments, to have them under the control of the minister of education; that the accounts should come to the minister of education—the Education Department, in fact.

15,347. I may take it then that generally you think that in future, when once a trust has been declared to be educational, the Charity Commissioners should have no more to do with it?—That is my own view; but I only express it as my opinion. I am aware that others take a different opinion, but I think, on the whole, that that would be the simplest system.

15,348. The point is one of so much interest that I hope you do not mind our asking you a good many questions about it, especially as there will be those who will read your evidence in our report who may not necessarily possess the evidence that you gave before the House of Commons Committee; therefore if there are any other arguments bearing upon the question that you would like to state, we should be happy to receive them?—No, I think not. Before the House of Commons I expressed myself as to the administration of charities generally, and I was asked to come chiefly in order to point out how far they partook of a judicial character; that was the subject of that evidence; but I carefully drew a sharp line between their ordinary jurisdiction over charities which they had had transferred to them from the Court of Chancery and their extraordinary jurisdiction under the Endowed Schools Acts.

APPLICATION TO EDUCATION OF NON-EDUCATIONAL ENDOWMENTS.

15,349. You have already indicated that you think the transfer of the jurisdiction or management or control of educational charities from the Charity Commission to a central educational office ought to be accompanied by an enlargement of the existing powers for dealing with educational trusts; will you kindly indicate to the Commission some of the points in which you think that that enlargement ought to consist?—The powers under the Endowed Schools Acts are really so extraordinarily large that I do not know that I should say that they require any extension. I personally myself should like to see an extension given to that which was tentatively done in the Endowed Schools Act, of bringing in a number of charities which are frequently found useless, or even mischievous, and applying them for education; but that, of course, is a matter of opinion, and I am aware that other people take a different view. I refer to the power in the 30th section of the Act of 1869, by which an endowment, which is not an educational endowment, the income of which is applicable to certain purposes named, doles, marriage portions, redemption of prisoners, relief of poor prisoners for debt, loans, apprenticeship fees, and advancement in life, and other purposes which have failed altogether, may be brought within the area of educational endowments; but whether the Commission could recommend that, is for them to consider. That is one extension. But as to the mere power of diverting, changing, and altering educational trusts, and the particular purposes to which they can be applied, I do not think I can express it in stronger words than those in which it is already expressed in the Act.

EDUCATIONAL ENDOWMENTS NOW EXCLUDED FROM JURISDICTION UNDER ENDOWED SCHOOLS ACTS.

15,350. Are you inclined to put an end to the exclusion from the Endowed Schools Acts of educational endowments which are not grammar schools over 100*l.* a year, and to bring those within the scope of the Endowed Schools Acts; that is to say, under the Act of 1873, section 3?—But according to my scheme which I have in my head, the Minister of Education would have the charge of elementary education as well as of Secondary Education.

15,351. That is to say, you conceive that all educational endowments, of whatsoever nature or description, ought to be brought within the

scope of the Acts?—Yes. Of course I mean with regard to some settled scheme for public Secondary Education. All the remarks that I have made are made on the assumption that a public system of Secondary Education will be established, and if so, I think that the educational endowments ought to form the substratum of that, and that they might be applied conveniently under the direction of the Minister of Education as a substratum, to be supplemented, possibly, by rates or other sources for providing Secondary Education.

15,352. That is an assumption on which we ourselves are proceeding in the questions that we address to you; in fact, that assumption might possibly be taken to have been in the mind of the Sovereign in creating the present Commission?—I do not quite see myself how you could utilise the educational endowments for the purpose of such a scheme without bringing them all under control of one authority, who must necessarily, in a great scheme of this kind, be a person answerable directly to Parliament.

15,353. Does that observation apply also to bringing within the jurisdiction of the new central educational authority those endowments which were excluded from the Act of 1869, under section 14, because they were given to charitable uses less than 50 years before the commencement of the Act?—That is a very burning question. If I could, I would; that is all. It depends upon whether you can carry it in Parliament. If you can, I certainly would bring them all in.

15,354. It is now, of course, 25 years since that Act was passed?—Every person who appropriates money to a public purpose knows, or ought to be treated as knowing, that his money when appropriated to a public purpose is subject to disposition by the public, and if the public wishes to alter the trust to which a person 50 years ago (I am speaking of public trusts) appropriated his money, it is subject to the control of Parliament.

15,355. You would put it, in fact, in this way: that the recognition by the State of the permanent devotion of property as a charity to a public purpose is given upon the condition that the State retains the power to modify the application of the property?—Upon the implied condition. It becomes public money according to my view, appropriated to a particular public purpose.

15,356. But not to the particular form of public purpose to which the founder has appropriated it?—No.

15,357. What view do you entertain with regard to the position of another class of schools which were excluded from the operation of the Act of 1869, viz., those large public endowed boarding schools which have no particular local connexion with one part of the country more than another?—Do you mean the public schools?

15,358. Yes, those which were then commonly called the public schools?—Those were dealt with by the Public Schools Act. It is of course an anomaly. There is no reason, in the nature of things, why they should be treated differently from any other schools; but as a matter of fact they supply a particular want, and they supply a particular want more or less well, moreover they have been dealt with by Parliament in a different way, and probably it would be found a matter of convenience and expediency to retain the exclusion of them from the general treatment of educational endowments.

15,359. (*Dr. Fairbairn.*) Would you maintain that principle in the case of schools that are in localities like Westminster, St. Paul's, and the Merchant Taylors', which are open to and accessible by a large population?—I have not thought very much about that. I have always treated what we call the public schools, by which I mean the schools included within the Public Schools Act, as something outside the endowed schools, but there is no reason, as I said before, in the nature of things why they should be so treated; it is a mere question of expediency.

15,360. (*Chairman.*) In fact you would say that it was more or less an accident that Westminster and Rugby happened to be excluded from the Act of 1869, and St. Paul's happened to be included?—Yes.

15,361. (*Mr. Llewellyn Smith.*) Are not all those schools, except Eton and Winchester, subject to the ordinary jurisdiction of the Charity Commission?—I suppose they are; I think that Rugby is, and so is Harrow, subject to the Public Schools Act you know.

15,362. Would that jurisdiction of the Charity Commission continue over those particular schools in the new arrangement you contemplate? If so, they would be the only educational endowments subject to the Commission?—It would, but it is really nominal. They have been dealt with by a special Act of Parliament, and those big schools do not require constant supervision by the Charity Commission. I suppose that they have to send up their accounts. I do not know how that is.

15,363. If they wanted an amending scheme, would not they have to go to the Charity Commission?—That depends upon the terms of the Public Schools Act, and the schemes made under it. I do not know, but I am not sure that the governing bodies have not power to amend the schemes with the consent of the Privy Council; it depends upon the terms of the schemes which were made. As you know there was a special Act of Parliament, called the Public Schools Act, which especially dealt with some half-a-dozen or more schools—Eton, Winchester, Rugby, Harrow, Charterhouse, Westminster, and Shrewsbury.

15,364. (*Chairman.*) Shrewsbury was one?—Yes, it was; but St. Paul's was not, for some reason.

PROCEDURE UNDER ENDOWED SCHOOLS ACTS.

15,365. Are there any parts of the scheme making procedure under the Endowed Schools Acts that you think might be usefully now dispensed with, bearing in mind of course that one part of the procedure would itself disappear by the transfer of the scheme-making power to the secondary education department?—No, I do not think so. I think the procedure sufficiently provides for no scheme being made without publication in the locality; but those are details of the scheme which did not often come before me. I never heard any complaint that there was insufficient knowledge in the locality of an intention to make a scheme, and, subject to that, although the procedure is very properly rather lengthy, in order to give everybody who either has or conceives that he has an interest in making his comments upon it an opportunity of doing so; I cannot suggest any alteration at this moment in the procedure.

15,366. Do you think it necessary to retain the laying before Parliament of all the schemes which are contemplated by those Acts, and therewith the power of Parliament to veto them?—I have never dared to contemplate the possibility of doing otherwise, because I always regarded the Endowed Schools Act as a delegation to the Endowed Schools Commissioners of part of the functions of Parliament, and that Parliament did not think fit to lose its hold entirely over them. But in reality it is not of very much importance, because if there were a strong objection to a scheme, I suppose that, without any express statutory power, there would be ample power in any member of the House of Commons or the House of Lords to make a motion for an address to Her Majesty not to give her consent to that particular scheme; and that is all that you can do at present. So whether or not you give the power expressly to Parliament I suppose it is there. If the Act says that, after a scheme has been issued a certain number of days, Her Majesty may assent to it, and thereupon it shall become law, I suppose even though the Act does not say that it shall be laid before Parliament, any member of Parliament may move for an address to Her Majesty to withhold Her consent.

15,367. It would certainly be open to a member of either House of Parliament to move an address, but the result might not necessarily be the same, might it?—I suppose that if such a motion were carried in the House of Commons against the Minister of Education, he would probably act on it; at least I should suppose so; I do not know.

16,368. Do you conceive that the creation of a local authority charged with the control or supervision of Secondary Education in their own

locality, let us say, in such an area as the county, might to some extent supersede the necessity of going to Parliament in every case where it is necessary to go now?—I have not really thought about that question. I have always regarded Parliament as having the ultimate voice on a question of policy which is embodied in a scheme, and I would rather not express an opinion upon it.

15,369. I gather from one of your former answers that you conceive that it would be desirable to have local authorities charged with the supervision of Secondary Education?—Yes.

15,370. Supposing that such an authority were created, for example, for such an area as a county, would you conceive it to be proper to vest in them the power of proposing schemes for endowments within their area?—By proposing schemes, do you mean applying to scheme-making authority to make a scheme?

15,371. Yes; or, in fact, framing schemes, and submitting them for ratification to the central authority?—I see no objection to that; it is a matter of detail; but the person responsible for the scheme should be the scheme-making authority, whether the Commissioners or the Minister of Education. It should be his scheme, I mean.

LOCAL CONSOLIDATION OF EDUCATIONAL ENDOWMENTS

15,372. Do you conceive that the power of removing endowments from a locality where they are not useful, to a locality where they would be much more useful, might be facilitated by the creation of such local authorities, that they would have greater power of overcoming local resistance than the central authority now has?—Possibly; but according to the scheme that I have always thought was the right scheme of dealing with these things, I should vest all the educational endowments within a certain area of convenient size in some local authority with the power of making one general scheme for them all; and the purposes for which they should be employed would be determined by the scheme. What I mean is, that I would not say that I move a charity school from this place to that; but I would say that the charity school is merged in the general county endowment for Secondary Education, and that general county endowment should be used and utilised for the best advantage of all the dwellers within the area, quite irrespective of whether the particular fund came from one place or another. I should say that it is a county fund, and out of that county fund, if your county is your area, I am going to establish secondary schools in the most convenient places in the county, quite irrespective of the question whether the particular funds (which will have no longer any separate existence, according to my view) were originally derived from one town or another. I would not favour one town which had more schools than it wanted, or perhaps which was not a convenient place for a school for Secondary Education, because the foundation was originally given to that town. I would merge it all in one county fund, and then establish my schools in convenient places.

15,373. Would you, then, put an end to all the existing governing bodies, either as the managers of the schools, or as having the fee-simple of the lands from which the school is endowed, vested in them, and would you vest all endowments in the local authority? Take the case of Sussex, for instance, with which you are familiar; how would you deal with endowments in the county of Sussex?—The county of Sussex I should divide into two divisions, West Sussex and East Sussex, and I should vest all the lands and so forth in the trustee of charitable estates, the legal estate; and then I should have a local authority for West Sussex, in whom would be vested the administration of all the schools of Secondary Education in West Sussex, in accordance with a scheme made by the scheme-making authority, the Minister of State, or the Endowed Schools Commissioners, whichever you determine upon, who would make a scheme for all the schools; that there should be a school (say) at Midhurst, another school at Chichester, another school at Horsham, another school at Petworth, and so forth. In that way I would have good secondary schools at places where they would be most useful for the boys and girls attending them; but I would not allow Midhurst a better school than Petworth if

Midhurst happened to have a large educational endowment of its own. I should regard it as a Sussex endowment. I ought to say that I am merely giving an illustration, and that I know nothing of the charities of either Midhurst or Petworth.

15,374. Would you allow the existing governors of a grammar school, say, at Midhurst, to appear before the scheme-making authority to protest against the diversion of part of the endowment from Midhurst?—No; because I should conceive that that policy would be laid down, once for all, in the Act of Parliament. If I had the drawing of the Act of Parliament I should make it part of the Act of Parliament.

15,375. You would lay down, once for all, the principle that educational endowments within a given area belong to the whole area, and are to be applied therein in the manner to produce the greatest possible educational benefit?—Yes; I should put it into the Act of Parliament. Of course the honourable Member for West Sussex would have an opportunity of being heard in the House of Commons, or in Committee, upon the subject.

15,376. Then of course it would be the same all over the country?—Yes.

15,377. Have you any suggestions to give us as to how you would constitute such a county authority?—I have not thought that out in my own mind. It undoubtedly should have a very large representative character. A committee of the county council on the whole, I think, would be best; but it is really a matter of detail. If it were thought desirable, it might be a separate body elected *ad hoc*, like the school board, and perhaps might contain, if it were thought desirable, co-opted members.

15,378. Or possibly a few members nominated by some central authority?—Yes; but I have not really thought it out. The nucleus of it ought to be an elected body, whether members elected *ad hoc* to form a separate board or a committee of the county council. In some respects, a committee of the county council would be the best in my opinion.

15,379. And those who would undertake the management of the schools established by this county authority would be merely in the position of school managers, like the school managers in elementary schools under the school board in London, for instance?—Yes.

15,380. They would not have the status which governors of schools have now?—No; they would have the disposition of the funds of course; the funds would be appropriated so much to one particular school according to its need, and so much to another.

15,381. But always under the control of the county authority?—Yes. Then I think from part of the charity endowments, in order to bring Secondary Education home to the poorest children, you will have to supply a good many exhibitions, and I think probably it will be found that you will have to revert to the old system, which was condemned when we were young, of using exhibitions in the form of board and lodging, and even clothing—maintenance and clothing, because you cannot have schools for Secondary Education of sufficient size and efficiency in localities where every child can go to a day school—that is quite impossible. You could not have a secondary school in a thinly populated district like I live in in the north of Sussex. You could not possibly have a good secondary school within reach of everybody who wanted to go as a day scholar.

15,382. In the case of Sussex, how would you provide Secondary Education for the children in those thinly-peopled parts of Sussex?—Poor children, do you mean?

PROVISION FOR RURAL DISTRICTS.

15,383. For any children; how would you provide Secondary Education for such children of any class as did not reside within easy reach of a town sufficiently large to support a secondary school?—I should apply a large portion of the charity funds to that purpose. I assume that your Secondary Education is going to be taught in some public manner, and I should apply the charity fund in the first instance to providing school buildings, playgrounds, and so forth, and then, secondly, in

providing exhibitions to be competed for in the elementary schools of the district, so that you would draft out of the elementary schools those children who, from ability or industry, are best calculated to receive benefit from Secondary Education. I do not know of any other way of doing it.

15,384. One other way has been suggested, though, of course, it is attended by obvious difficulties, that is, that there should be created in a certain number of elementary schools centrally placed secondary departments?—The scholars in a thinly populated district, such as I live in, would be so few, that you would not get an efficient school. You have not only got to contend with the difficulty and expense of children attending the school after they are fitted to go to work, but their parents not only cannot, or will not, afford the expense of sending them to school, but they will not forego, or they naturally do not wish to forego, the wages that they will earn by going to work, and it is only by catching the cleverest and most industrious children in the elementary schools by a process of selection, and enabling them by exhibitions of sufficient size to go to school, that you will secure Secondary Education for them. I do not know any other way of doing it. Ultimately, when you get to the top of my ladder, you get to the university, and there you weed the boys by a further process of selection out of my secondary schools into the university, and some of the university endowments, which are very ample, might be advantageously appropriated to exhibitions and scholarships of sufficient amount to enable a boy to have a university education free of charge from the secondary schools.

15,385. Those university endowments have considerably shrunk of late years, have they not?—I have heard so.

15,386. Reverting for a moment to the question of a central authority, it has been suggested that supposing a central authority charged with the oversight of Secondary Education could be created, there ought to be attached to the Minister who would be at the head of such a department something in the nature of a council, and that such a council might have useful functions as regards the work, for instance, of scheme-making; have you considered that suggestion at all, and have you any opinion to express upon it?—No. Of course in a great department like that there would be a certain number of permanent officials upon whose experience the Minister would properly and necessarily rely, to a large extent, and who would accumulate a large amount of experience. I presume that any such Minister as you foreshadow would avail himself of the assistance of those best qualified to advise him; but I should not have thought it necessary to have an advisory council as such.

15,387. It has been suggested by some witnesses to us that there should be a council on which should sit certain nominated members,—presumably unpaid,—and also certain representative members. What would be your view on that point?—I do not think myself that that would be necessary, I think that a Minister of Education who was responsible to Parliament and the country, and was liable to be attacked in his place in Parliament, would be a sufficient safeguard for that; and, as I say, I presume that he would avail himself of the best assistance, professional and otherwise, that could be obtained for the purpose.

15,388. Is there any other point either with regard to our subject generally, or with regard to the question of the constitution of the central authority, and its functions, upon which you would like to favour us with your views?—No, I think not. I have not gone into the question,—I did not consider that you wanted to hear my views upon it, and, indeed, I have no definite opinion upon it, as to whether my secondary schools in West Sussex shall be supported by a rate or not. All I say is that the charity funds are a public fund appropriated for that purpose.

15,389. You are aware, of course, that there is now a power of levying a rate for technical instruction?—That, I suppose, would be absorbed in the secondary schools.

15,390. Assuming that the management of technical instruction, and that of Secondary Education, were vested in the same hands, it would be natural to extend the purposes of that rate, would it not?—Yes. There is one other observation which I ought to make. I think that the union of the educational endowments under a single board would have another incidental advantage. Not only will it introduce unity of purpose into the administration and application of the educational endowments, but it will be obviously, or ought to be, far more economical. Instead of having half a dozen different boards, or, perhaps, sets of trustees, managing half a dozen different schools, not on any consistent principle or scheme, you would have the whole of the schools managed by one board; that would have incidental advantages in point of economy, and, no doubt ought to have the advantage of more efficiently applying the funds to the purpose of education, because they would be applied according to a consistent thought-out scheme.

15,391. That would also apply to the management of the property of the trusts, I presume. You have told us that you would vest the legal title of the trust property in the county in the official trustee?—That is merely the legal estate.

15,392. That is what I intended by the title, but the management of the property, for instance, the letting of the farms would, I suppose, belong to the county authority?—Yes, I suppose so.

15,393. And in that way also economy would be effected?—Yes.

15,394. (*Lady Frederick Cavendish.*) Do not you think that if this whole matter was in the hands of a Minister of Education including the responsibility for all schools, it would involve an almost overwhelming amount of work?—The work would be very heavy at first undoubtedly, because it would be nothing less a re-construction of the whole system of Secondary Education; but when your schemes are once made and have got into working order, then it is a mere, I will not say, routine, but it is mere administration or overlooking. And I ought to add that excellent as it has been, a good deal of the work of the Endowed Schools Commissioners would have to be done over again, because it has not been done with reference to any such large scheme as that which the right honourable chairman has foreshadowed.

15,395. But would it not be likely that to the end of time there would be a good deal of going back upon schemes, and re-adjustment of schemes?—I do not think so. There would be one scheme, you see for each county division. We have taken Sussex as an example, with which I happen to be connected, and there would be some scheme, say, for West Sussex. The scheme would be something of this kind: there shall be schools for Secondary Education at the six following places, and then the scheme would provide for the amount to be appropriated to each school and other details; and if that scheme required amendment it might be amended from time to time, but there would not be a continuous multiplicity of making new schemes.

15,396. Which is at present the case?—Yes.

15,397. You are aware that there are tremendous arrears now?—Yes. I think, no doubt, that during the reconstructive period when you are constructing a system of Secondary Education, and using the educational endowments for the purpose, it would entail a great amount of work; and I think that our future Minister of Education, if we are to have one, would have quite enough to do, and probably would find it necessary to have a great deal of assistance; but after the work of reconstruction was once done, I do not think it would be very serious. I should not think for instance, that it is more than the supervision which the Local Government Board has.

15,398. (*Mrs. Bryant.*) Is it your view that when new schools are established in local areas, all the funds available should be spent upon buildings and scholarships?—No; that would be the primary purpose. I say nothing about whether you should do it or not, but if there were a rate

levied, or capitation fees of scholars, or from whatever source you got your income, that would go to the maintenance *de anno in annum*, and your charitable endowments might advantageously in the first instance be employed in providing schools, buildings, and scholarships, and so forth, and if there were any surplus it would remain as an investment to supplement the income of the school from other sources.

15,399. For the purpose of reducing the fees below the actual cost, do you mean?—Either reducing the fees or the rates.

15,400. That is what I wished to know, whether your view was that the new schools should be self-supporting, except for the scholars, whether the fees should be such as to make the schools self-supporting, while the available money should be spent upon scholarships?—I think that they should be self-supporting, but with very large powers of enabling poor children who have ability and industry which fit them for higher education to avail themselves of it.

15,401. So that you would prefer that the wealthier children should pay the whole cost, and that the money should be spent upon the poor children?—No; the wealthier children who pay fees would pay for their own education.

15,402. I meant they would pay for the whole cost of their own education?—I do not think that the fees ought to be fixed at such a standard as to do more than that; but there are a number of children, whose parents cannot afford to give them Secondary Education, to be provided for, and I look to the charitable endowments, supplemented if necessary, by the rates, for that purpose. I do not think that you should fix your fees so high as to enable the rich to pay for the poor, because that would be making the man who had the good or bad fortune of having six sons pay six times as much as the man who had only one, which is a tax.

15,403. I do not think that I made my question quite clear. I meant, would you fix the fees so that, as a rule, the wealthier parents of pupils should pay for the education of those particular pupils, whereas those who required help, should obtain it by means of scholarships?—Yes.

15,404. (*Dr. Fairbairn.*) Do you think it would be possible to carry out the division of educational endowments from eleemosynary funds or trusts?—Yes, I think so, because they are separated, you see. The Charity Commissioners as Educational Endowment Commissioners are separated, in fact, it is a different department of the Charity Commissioners.

15,405. But there are many cases where the funds are mixed?—Yes; they are provided for by the Act. And it is very difficult, of course, where they are mixed; but you must do the best you can. They are dealt with in section 24 of the Act of 1869, I think, which provides for the whole endowment being used for educational purposes if the trustees consent; and if they do not consent, then the scheme is that the part which is non-educational is left under the control of the old trustees.

15,406. Then, supposing the division to be carried out, and the trustees of to-day will not consent, but the trustees to-morrow might, would the endowment be lost for educational purposes?—I suppose it would. I suppose you must consider that the consent must be given when the scheme is made.

15,407. Would that not involve the loss of a considerable amount of possible or potential endowments?—Not really, I think; because, in my experience, there is an increasing jealousy in regard to the devotion of non-educational endowments, eleemosynary and so on, to educational purposes; and, so far as I can understand public opinion, I think that that is likely to increase. But you might get over that by a very simple provision of this kind—that on the representation by the trustees of any non-educational endowment, or non-educational part of a mixed endowment, to the scheme-making authority, the non-educational part may, with certain notices, be brought within the scheme. It would be a mere matter of detail. You might provide some means of that kind.

15,408. (*Mr. Fenwick.*) While you seem to think that Secondary Education should be entirely self-supporting, or largely so, you also are of opinion that considerable provision should be made for the children of poorer parents?—What I meant, in answer to Mrs. Bryant, was that the fee to be paid by people who can afford to pay for the Secondary Education of their children should be fixed at an amount which would represent the education that they would get. That is what I meant.

15,409. But considerable allowance or provision should be made by means of scholarships or exhibitions for the children of poorer parents?—Yes.

15,410. Those, I apprehend, would be awarded by competition?—From the elementary schools, I think. All the children ought by law to pass through the elementary schools, and then you have the best means of selecting those who are likely to profit most from Secondary Education. You cannot give everybody Secondary Education, it is quite clear.

15,411. But do you see no danger of excluding really capable students from an insufficient provision of exhibitions. Let me put it in this way—that only the brighter boys and girls would be most likely to get the scholarships?—The brighter and most industrious.

15,412. Not always the most industrious?—Or the most industrious, then, I will say.

15,413. Supposing that a boy or girl who does not happen to be able to take an exhibition or scholarship wished to continue his or her education in a secondary school, have you considered whether it would be possible to give such a child the right to pass from the elementary school to a secondary school?—I do not myself think that it would be possible to give every child the right to pass to a secondary school, except, of course, upon the ordinary terms of paying, you know. I have thought about it a good deal, and on the whole I think that the best thing is to take those children who are best fitted to profit by Secondary Education, and to give them a free education. That, I think, is the best thing to do.

15,414. Let me suppose a case. You have 12 scholarships to dispose of, and you have 15 candidates for the scholarships; 12 are selected as the result of examination, and three, of course, are excluded who have fallen, it may be, a very short distance behind their competitors. Those three would be prevented from passing into the secondary school?—From having free education in the secondary school, yes.

15,415. I suppose you do not see any hardship in a case like that, providing that those boys and girls, as the case may be, were anxious to continue their education?—There is always hardship, but I am so much accustomed in my own life, and throughout my life to examinations in which some succeed and some fail, that perhaps my sympathies are rather blunted. I have been through so many examinations myself, in some of which I have succeeded and in some of which I had failed where I thought I ought to have succeeded, and succeeded when I ought to have failed, that perhaps my sensibilities are blunted. But you must draw the line somewhere.

15,416. (*Mr. Sadler.*) How would you provide that some central authority acting in the interests of the public should watch the expenditure of the educational endowments at the great public schools that you were mentioning?—I have not thought about the great public schools. As to whether it is wise to continue the separation of the great public schools from the endowed schools generally, I have not applied my mind to that; I have accepted it as a fact, and I am afraid I cannot help you in that respect. I have not thought about it really. I have accepted as a fact the distinction made, but I suppose the great public schools trustees have to send their accounts to the Charity Commission yearly, and I suppose that a representation to the Charity Commission would be as available in that case as in the case of other charity funds.

15,417. And under your scheme those accounts would be sent to the Minister of Education?—The accounts of the schools which fall within his jurisdiction. Whether that should include the great public schools like Eton, Harrow, and Rugby, is a matter that I have not really considered.

15,418. I am thinking especially of the money spent on scholarships?—Yes; that would be provided for more or less by scheme, and the accounts would be sent up to the Education Department, and I presume that the Minister of Education would be required to make a report to Parliament every year, just as the President of the Board of Trade in the Bankruptcy and Winding-up Department makes a report every year to Parliament, I presume, and Parliament would have an opportunity of considering any details.

15,419. But I understand that you feel that the public has a right to see that those endowments are so spent as to be made available for the best boys of all classes?—That is my view,—that charitable funds are public money appropriated to a particular purpose, and therefore liable to control by Parliament.

15,420. May I ask whether you think that local objections to the transference of charitable funds from one town to another are weakening, or whether they are becoming more effective in their expression?—I am afraid they are becoming more effective.

15,421. According to your scheme, you would give the Minister of Education compulsory power for such transference?—Yes, I would sweep them all into one fund.

15,422. The introduction of that into a Bill might make the passage of the Bill more difficult, might it not?—I think it might.

15,423. (*Mr. Yoxall.*) I understand that provided there be a satisfactory organization of Secondary Education, and in particular an organization by counties, you do not hold that there is any need for the existence of a specific and separate scheme for each endowed school?—No.

15,424. Would you hold that a separate and specific scheme for each school would become necessary for any new and not endowed schools which might be set up by the local authority from funds provided by Parliament or elsewhere?—I do not contemplate that any school set up by the local authority would be in any different category. I should place them all in the same category, whether the school buildings happened to be supplied, or the funds of the school happened to be supplied out of the rates, or whether they are supplied out of charitable endowments. I should treat them all as one fund, I should not make any distinction, I mean, between a school founded out of the rates and a school founded out of a charitable endowment.

15,425. And in the case of the county organisation taking the control over the Secondary Education given in the six endowed schools in the county to which you referred, would you abrogate the existing schemes of those schools at once?—It would be necessary to do so to a very large extent, because you would alter the governing body; each separate governing body would cease, according to what I admit is but the ideal to be aimed at, and not anything that I hope to see passed; but according to my ideal it would be necessary to alter the scheme because you would abrogate the governing body in each case, and substitute for it whatever is the particular form of local authority that you select.

15,426. But I suppose that your main point is that there should be within the county area (if that be the area of organization) a kind of federation and correlation of secondary schools as well as of the school funds?—Yes, so as to apply them most efficiently to the maintenance of Secondary Education, that is my idea.

15,427. (*Dr. Wormell.*) According to your scheme, you would abolish the governing bodies of individual schools altogether, is that so?—Yes.

15,428. Would you leave them the management of individual schools, or would you manage them entirely from the county centre?—I have not really thought out the form of an Act of Parliament, but probably the local authority, in some instances at any rate, would find it expedient to have a small local committee; that is a detail. I do not pretend to submit a thought-out scheme, but merely to sketch out an ideal.

JUDICIAL FUNCTIONS IN RELATION TO EDUCATIONAL ENDOWMENTS.

15,429. (*Mr. Llewellyn Smith.*) I want to clear up a point which I am not quite clear about, with regard to the relation of educational endowments to the law of trusts, after they are transferred to the Minister of Education. I understood you to say that they would be exempt from the general law of trusts?—No, only to this extent, that the Minister of Education would have the same power as the Endowed Schools Commissioners have now of altering and diverting the trusts. Now under the Act of 1869 the Commissioners by schemes "shall have power in such "manner as may render any educational endowment most conducive to "the advancement of the education of boys and girls, or either of them, "to alter and add to any existing, and to make new trusts directions "and provisions, in lieu of any existing trusts, directions, and provisions, "which affect such endowment." So that in making a scheme the Endowed Schools Commissioners cannot be charged with breach of trust for altering trusts or making new trusts, which might be altogether inconsistent with the original trusts. But when the scheme is made, and the trusts are fixed by the scheme, then, of course, any divergence from the trusts as declared by the scheme would be a breach of trust, and might be dealt with like any other breach of trust.

15,430. But the Charity Commissioners would have no jurisdiction of any kind over the educational endowments?—I think on the whole it would not be worth while preserving their jurisdiction over administration; it would be better to leave questions of that kind to be dealt with by the general law, and by the courts, but to leave questions of pure administration, questions of discretion, to be dealt with by the Minister of Education. That was my idea.

15,431. May I take two concrete examples in order to illustrate the point: (1) the power that the Charity Commissioners have now to give advice to trustees in such a way as to exonerate them, and (2) the power to sanction a compromise?—A very useful power indeed, and the same power that is possessed by the Court of Chancery with regard to private trustees as probably you are aware. I think that that power would have to be vested in the Education Department for the purposes of education; but I feel that it is an anomaly.*

15,432. That would be a judicial function, would it not?—Yes.

15,433. So that if you transferred that power would it not be subject to the same objections as transferring the general jurisdiction?—Over charities, generally, do you mean.

15,434. Yes, the same kind of objection; I know it is a smaller point?—Theoretically, yes, I quite agree; but those things are very much questions of policy.

15,435. But you would not be afraid to put that particular power under the control of the Minister of Education?—No, I should not; that is to say, the power of giving advice to the trustees, who would be the local authorities you know, which would prevent their being charged with a breach of trust. I think if you had a general scheme of education and had a Minister responsible for the education of the country, you might, without any great danger, entrust that power to them, although I admit that it would be an anomaly, and it is a power, of which I gave an illustration in my evidence before the Select Committee of the House of Commons.

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* I desire to add, in reference to my answers 15,431–35, that on consideration I doubt whether the power of relieving a governing body from a charge of breach of trust, or other judicial powers, should be entrusted to a Minister. A reference to the Charity Commissioners, limited to such points, might be retained, or the questions might be dealt with by the Courts of Law their ordinary jurisdiction.—DAVEY.

15,436. Would your whole proposal for the transfer entirely depend, in your opinion, upon the possibility of creating such county governing bodies. Supposing that that was said to be impracticable, would the rest of it fall?—It would alter my views to a considerable extent. If you cannot have any general body of trustees to administer the funds within a certain area, of course that part of the ideal to be aimed at, which I ventured to sketch out, would fall to the ground. Then you must still continue the separate schools with separate governing bodies, and there would be greater difficulty in that case, I admit, in placing the administration of trusts under the control of a department of State; and I should hesitate to do it.

15,437. Passing from that to the question of the making of schemes, I understood you to say that you assumed that there would be some other sources of revenue, besides endowment, whether a rate or the beer money, or from some other source?—I think there must be fees. I do not think that the educational endowments of the county will anywhere support Secondary Education for the whole country, without being supplemented either by the scholars' fees or some other means.

15,438. Do you contemplate that money derived from local sources should be embodied in schemes made by the central authority?—I do not quite understand you. I think that any contributions towards the income of the public secondary schools would fall under the scheme.

15,439. From whatever source derived?—Yes, as an immediate part of their income.

15,440. But the ultimate power of making the scheme would rest with the central authority. I understand that the local authority are merely to suggest but not to have power to enforce?—Yes, as to making schemes; but that I regard as done once for all, you know. That is the period of construction; then you are come to the period of administration. The making of the scheme is done once for all; it may require amendment, tinkering, from time to time, but still that is done.

15,441. But still the fund appropriated under the scheme would not be solely endowments, but also money from other sources?—Yes.

15,442. Then that would involve making permanent appropriations of possibly the proceeds of a rate?—Nothing is permanent in this world.

15,443. I mean beyond the power of the local authority to alter?—Yes, just as much as the power of the local authorities to alter the appropriation of rates which have to be made—poor rates, for instance. The poor rate they must make, and the poor rate is applicable, by law, to a number of different things, including election expenses, for instance—I mean the election petition expenses. But of course it would be subject to the control of Parliament.

15,444. You know, of course, that in the nearest precedent for it, in the Welsh Intermediate Education Act, the local authority has much more to say as regards the form of the scheme than you propose to give it?—Yes.

15,445. You do not think that that would be necessary?—I do not think it would. I am rather averse to the modern practice of making your Acts of Parliament too elaborate; I think if you make up your mind to entrust either a department, or a body of commissioners, or a minister of the Crown, with duties, you ought to assume that the duties will be honestly exercised, and exercised in the best way; and I am never disposed to fettering him too much by saying that he must attend to what the local authorities say. If he is a wise man he will do so, and if he is not a wise man he ought to be removed.

15,446. But the scheme will be distinctly his scheme and not theirs?—Yes, he is to have the responsibility; but if he is a wise man he will take care to consult, and so far as he can act in accordance with the wishes of the local authority. But I think that he should be responsible for the scheme distinctly.

15,447. The scheme would really involve the compulsory appropriation either of a rate or funds from other sources on the part of the local authority, and it would not be left optional?—Yes, compulsory application to Secondary Education by the local authority itself.

MIXED ENDOWMENTS.

15,448. (*Mr. Lyttelton.*) In the matter of the making of a scheme which relates to a mixed endowment, I think you would contemplate there being a severance between the philanthropic and the educational portion of the endowment?—The eleemosynary part. Yes.

15,449. Who would make that severance?—Well, you must get somebody to make it, you know. Under the present Act it is made by the Commissioners in the first instance, subject to appeal to Her Majesty in Council. That is to say, subject to appeal to the Privy Council.

15,450. And after that portion of the Charity Commissioner's work has been handed over, would they have the decision as to where a line should be drawn?—No, I suppose the scheme making authority subject to appeal would hold that. The Endowed Schools Commissioners have it under the Act, subject to appeal to the Privy Council. The Privy Council, as you are aware, is a judicial body; I mean people are represented before it.

15,451. I do not quite understand how your scheme would meet the difficulty that has been raised concerning the trouble caused to trustees of having to apply to two departments in the case of a mixed endowment?—I am afraid I do not adequately appreciate the trouble, because supposing that is a mixed endowment, and supposing that the non-educational part is more than half, then the scheme, according to the Act (if the Act is not extended) would take this form: that the non-educational trustees would hand over to the governing body of the educational endowment so much per annum—100*l.*, or 200*l.*, or 250*l.* per year. I do not see any difficulty in that; and that they would be bound to hand over under the scheme, and I do not see that any difficulty, any conflict of jurisdiction, would arise. That 200*l.* a year would would be in the nature of a rentcharge which they would hand over to the educational body, and have done with it. If, on the other hand, the non-educational part is less than half, then I think that the Endowed Schools Commissioners may vest the management of the whole property in the educational trustees, with a direction to the educational trustees to hand over a certain sum to the non-educational trustees, for the disposition of which they would be responsible to the Charity Commissioners, and the Court of Chancery.

15,452. Then, at present, is there a mixed body of trustees for a mixed endowment?—It is according to the endowment. If you look at the Act of 1869, section 24, sub-section (3), you will see that it is according to which half, or which portion is the larger. "If the proportion applicable to "other charitable uses exceeds one-half of the whole of the endowment" (that is applicable to non-educational purposes), "the governing body of "such endowment existing at the date of the scheme shall, so far as "regards its non-educational purposes, remain unaltered by the scheme;" and then they would have the management of the property, turning over the same. (4) "Where the governing body remains so unaltered, that "body shall pay or apply for educational purposes such proportion" as is fixed by the Commissioners, subject to appeal to the Queen in Council; but where it is less than one-half, then the Endowed Schools Commissioners have power to make a new governing body for the whole, and to direct the new governing body to hand over a stipulated proportion—a prescribed proportion of the income to the non-educational trustees. That is the scheme, and, so far as I know, although it is a little complicated when it is all set out in the Act of Parliament, it works. I never knew of any difficulty in working it.

15,453. And you think that the trustees in the future will not be more embarrassed than at present?—I cannot conceive that any sane body of trustees can feel much embarrassment in being told to pay 500*l.* a year to their local authority.

Application of Charities in Relief of Rates.

15,454. Then as to the general question, you do not see any objection to these charities going to relieve rates?—No. It is a time honoured maxim of chancery lawyers, you know, that charity property should never be used to supplement rates. That is an axiom which I learned in my childhood, speaking as a lawyer—in my legal childhood; but when you come to think of it, there is not much in it, because every application of an eleemosynary charity does, if not directly, at any rate indirectly, supplement rates. If, on the one hand, it is not used for the purpose of making payments to persons actually on the rates, at any rate the application of it keeps a number of people off the rates, and thereby lessens the rates. Indirectly it must do so, and, therefore, every eleemosynary charity must, more or less, either directly or indirectly, relieve the rates. But, on the other hand, I regard the charity property as public funds appropriated by law to a particular purpose; and before a person is called upon to make a compulsory subscription (or contribution, I will say), either towards the support of his poorer neighbours or towards their education, or for any other public purpose, I think he has a right to see that public funds which are by law appropriated to that purpose are used as the primary fund for that purpose. Therefore I do not think very much of the maxim, which is a settled axiom amongst many people, that charity property should never be used in relief of rates. Of course you may do a great many things out of charity property which you could not do out of rates. For instance, you can in eleemosynary charities apply them in relief of poverty, in ways to which rates would not be applicable, no doubt; but even that indirectly supplements the rates, because it tends to keep a certain number of people off the rates.

15,455. Is it your view of charities and doles, so far as your experience tells you, that they are really mischievous and require a drastic scheme, like the one you have suggested to us?—I should like to say yes, but undoubtedly there are some dole charities which are well administered in the form of pensions or otherwise, and no doubt give a great deal of relief; but on the whole, I think that most people acquainted with the subject would say that dole charities have a tendency to pauperise. When I was young at the chancery bar, there was amongst the judges a very strong bias against dole charities. I cannot give the name of the case, but I have in my mind a very remarkable judgment of a very experienced judge, Vice-Chancellor Kindersley, as to the general mischief of dole charities.

15,456. Supposing that they were to be vested in one body, say one county body, do you think that that would check the disposition of people in future to leave their money for charities?—I think it might.

15,457. You do not think that that would be a bad thing?—No. I am thinking of eleemosynary charities only.

15,458. (*Mr. Jebb.*) How do you estimate the gravity of the chief difficulty in the way of placing local endowments applicable to Secondary Education in a common fund for the whole area, say a county; do you think that the degree of local opposition, which would doubtless be roused in many cases, would be so great as to make it practically almost impossible to carry out such a scheme?—To carry it through Parliament do you mean?

15,459. Yes?—I think it very likely; but then I should approach that ideal as nearly as I could. I think that there is very great jealousy, in particular localities, against parting with their endowments, and one sees it growing in quarters where one would not anticipate finding it.

15,460. Can you suggest any way by which such opposition might be mitigated?—I have not thought about that.

15,461. In regard to the constitution of that local authority, whatever it might be, should you be in favour of having representation of teachers upon it—elementary or secondary teachers, or either?—I have not thought very much about that, but off-hand I should say not. I should have thought it better to keep the management of the school authority in

separate hands, but really I ought not to express an opinion, because I have not considered it very much.

15,462. (*Dean of Manchester.*) I presume you think that probably a scheme of co-optation, would ensure such persons being put on to the governing bodies?—It might certainly.

15,463. You spoke of a decided preference so far as I understood, for the county council, or a committee of the county council rather, being the local authority; have you thought that out at any length?—Not very closely. One's first and obvious reason is the inconvenience of multiplying local authorities.

15,464. You prefer the county council because they have the funds, I suppose?—Yes, they are the rating authority.

15,465. You have spoken of the transfer of endowments, and their utilisation from a general fund in different parts of counties, and you have said that difficulty has been felt, especially lately, in regard to the transfer of those endowments, from local prejudice, that is to say to a certain extent, whilst you were dealing with the endowments of charities in the counties, would there be any particular harm in dealing with the endowments of the country? May I give an illustration? The Ecclesiastical Commissioners, as you are aware, transferred endowments wholesale from one part of the county to another?—Yes.

15,466. I suppose that we might as well be put to death for a sheep as for a lamb; would there be any particular harm, or might there not be a considerable advantage in leaving a common fund for all endowments?—My mind has not soared to such heights, but if you ask me, I should say that I should not fear any harm in transferring the endowments from a rich county to a poor county, any more than I should from a rich town to a poor town within the same county.

15,467. Does it not seem that the arbitrary division of the county might really militate against the advantage of the scheme?—Yes, but you would increase your opposition.

15,468. Following that out, has not the opposition chiefly sprung from the fact that the eleemosynary endowments have been contemplated as being transferred?—I think so; but there has been a great deal of feeling about schools also. When I was counsel to the Endowed Schools Commissioners, I used to hear, on appeals to the Privy Council, of several cases where there was strong local opposition to the scheme on the ground that it removed the school from one part of the county to another. There was one in Yorkshire, the Hemsworth School, where there was very strong opposition on that ground.

15,469. May we not rather hope that when public opinion has ripened on this question of Secondary Education, which it ought to do from all the anxiety that seems to be entertained about it, that opposition may be modified a little?—We may all hope.

15,470. We live in hope; but when the eleemosynary endowments are once separated from the others, they are not absolutely and for ever inseparable, are they?—How do you mean?

15,471. I mean where it has been declared, according to the scheme, that some part of the endowment is eleemosynary, and therefore not to be used for educational purposes, is that a final judgment, or may it not be possible that there may be a change of opinion amongst the trustees themselves as regards the name of those eleemosynary charities?—I do not think that there is any machinery in the present Endowed Schools Acts by which the division at the time of making the scheme may be determined; but, as I have already said, it would be easy to devise machinery by which that might be reviewed.

15,472. Speaking as one who has had to do with the version, as I always call it, of a trust (I do not like to call it perversion, diversion, or any other version), I have found that there has been great difficulty from misunderstanding in the neighbourhood, and that the trustees themselves

have been, perhaps in the majority, averse to the version of the trust. Is it not desirable that the powers of trustees in such a matter should be limited?—Well, you know, there are trustees, and there are trustees.

15,473. Yes, in some parts of the world there are trustees?—No doubt the opposition of charity trustees is sometimes unreasonable, and sometimes they are apprehensive; but, on the whole, I think I would give them, with the object of removing discontent, as free an opportunity of their voice being heard as possible.

15,474. But they can withhold their consent even after they have been heard—even after an assistant Commissioner has been down and made inquiry in the locality?—Yes. I suppose it was assumed that the trustees would represent public opinion.

15,475. I suppose your Lordship is aware that in some cases it has been proved afterwards that they did not represent public opinion, but their own private obstinacy?—Yes, and that assumptions upon which Acts of Parliament are framed are not always verified by the facts.

Adjourned to to-morrow at 11 o'clock.

THIRTY-NINTH DAY.

At Westminster Hall, Wednesday, October 31st, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

The Hon. and Rev. EDWARD LYTTELTON, M.A.
Sir HENRY E. ROSCOE, D.C.L., M.P.
The Very Rev. The DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD C. JEBB, M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. CHARLES FENWICK, M.P.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. BRYANT, D.Sc.
Mrs. HENRY SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

Mr. ARTHUR FRANCIS LEACH called in and examined.

15,476. (*Chairman.*) You are, I believe, an assistant commissioner, doing work under the Endowed Schools Acts for the Charity Commission?—Yes.

15,477. And in the course of that work, and in connexion with it, you have been led to make some historical inquiries into the origin of the grammar schools, and, generally, of the endowments which have been applied to Secondary Education?—Yes. I began, of course, officially; but I have continued it privately for my own purposes.

15,478. But it has all been in connexion with that line of work?—Yes.

15,479. You have, I believe, for instance, made some inquiries which will have a practical bearing upon the points that are dealt with in

Section 19 of the Endowed Schools Act, 1869; that is the section which relates to the denominational character of schools?—Yes. I think that it is capable of application in that way.

15,480. And I believe also in relation to questions which arise under Section 24 of the Endowed Schools Act, 1869, which is the section which deals with what are called mixed endowments?—Yes. Perhaps I might say that the thing that first put me on this line of inquiry was a claim, in connexion with a cathedral school, on the Ecclesiastical Commissioners, under section 27 of the Endowed Schools Act.

15,481. And I suppose you have found that some of the claims which grammar schools have upon the Duchy of Lancaster, and other public bodies, have also come within the range of your inquiries?—Yes.

15,482. Possibly your time and ours would be saved if you were to give us the result of those inquiries in the first instance on paper, and then if we find it necessary, we can ask you questions about them on another occasion; are you prepared to do that?—Yes; I should like to know exactly what scope you would like taken. There is the historical interest of course. In the first volume of the Schools Inquiry Commissions Report there is a chronological table of schools given, which, so far as one can see—at all events, so far as those reputed to be founded by Henry VIII., Edward VI., or Queen Mary—appears to be entirely misleading. I mean that all those schools, or nearly all, were really re-foundations.

15,483. I think it would be difficult to discuss that now in the form of oral examination; perhaps the best plan would be for you to confer with the secretary and myself on the subject, and we will indicate to you those particular pieces of information which, while valuable in themselves, will also have the greatest bearing upon the inquiry with which we are charged?—Yes; thank you.

The witness withdrew.

The Rev. JOHN PERCIVAL, LL.D., called in and examined.

15,484. (*Chairman.*) You are now, I think, headmaster of Rugby School?—Yes.

15,485. And were for a number of years headmaster of Clifton College?—Yes, for 16 years or more.

15,486. And you are also president of the University College, Bristol, are you not?—Yes, I am at this moment president of the college, and I was one of those who were chiefly engaged in founding it. I have never ceased to have a share in the management of it.

15,487. You are, I believe, one of those who hold that it has become desirable to constitute a central educational authority with some supervision of Secondary Education?—Yes.

FUNCTIONS OF A CENTRAL AUTHORITY.

15,488. Will you give us your view of how such a central authority for Secondary Education might be constituted?—My feeling, to begin with, is that a large elective body, representative of various interests, which has sometimes been advocated, would not be found to work satisfactorily. I do not see exactly how such a body could constitute a real working body from day to day, or how the various members of it could make the work of such an authority their chief business.

15,489. Perhaps it will be better to tell us first what you think the functions of such a body ought to be, and then we shall be better able to ascertain your views as to its constitution?—The functions seem to me to be fairly defined on page 8 of the headmasters' memorandum, which, I believe, you have before you, with one or two additions that I should be inclined to make.

15,490. Will you give us your additions then to that statement?—The additions are, first of all, that this central authority should determine

what schools should be exempt from the county or provincial authority. I think that this should be left to such an authority to determine.

15,491. Those would be, I presume, chiefly large boarding schools that draw their pupils from various parts of the country, and therefore cannot be said to be of a local character?—Yes, I would exempt them on some such principle as the headmasters have stated on page 9, section A, sub-section (3)—schools which have no preponderating local connexion.

15,492. And further?—And, further, that it should be part of the functions of such a body to supervise the examination of schools, which suggestion was to a great extent left out of the headmasters' memorandum.

15,493. What do you mean by supervise—I presume you conceive that the smaller authority, let us say, the county or provincial authority, should have the direct work of arranging for the examinations?—Yes, I should consider that in the case of schools under the county authority, the county authority is the proper authority for looking to the examinations, and for other matters; indeed in that respect I should prefer personally to include inspection, which was included by the headmasters among the functions of the central authority.

15,494. By inspection you denote what?—The inquiry into the general condition of the school buildings, appliances, and everything that concerns the life and work of the school, besides merely the instruction.

15,495. Do you include in the word "inspection" the ascertainment of the sufficiency in point of numbers and efficiency of the teaching staff?—Yes.

15,496. How would you suggest that the inspectors should ascertain that?—I should assume that the county authority, if this were part of its function, would appoint an inspector to visit schools and to inquire into their condition, under their instructions, at his discretion.

15,497. Do you conceive, that this work of inspection should belong to the central authority or the county authority?—My personal preference would be to hand it over to the county authority in the case of all schools that are directly under the county authority; I am considering at the moment schools under the county authority.

15,498. Or provincial authority, as the case may be, if there is to be one?—Yes; but in the case of other schools, schools that are exempt from the provincial authority, or the county authority, I should wish it to be a part of the function of the central authority to supervise the examinations of schools by receiving the examiners' reports from the governing bodies or otherwise.

15,499. Do you conceive then, that the central authority should discharge towards the non-local schools the same functions, speaking generally, as would be discharged by the county authority towards the schools within its authority?—Yes; certainly.

15,500. Would you then, again, include what you describe as inspection?—Certainly. I do not see that any school ought to be exempt from the supervision of the central authority.

15,501. You assent, I suppose, to the view which is stated in the headmasters' memorandum, that the functions of the central authority should include the establishment and maintenance of a system of registration of schools and of teachers?—Yes.

15,502. And the receiving and allotting of Imperial grants in aid of Secondary and Technical Education?—Yes.

15,503. And the determination of the areas of the educational districts?—Yes, I assent to all that.

15,504. And also the function of hearing and determining appeals?—Yes.

15,505. And also the functions that are now exercised by the Charity Commission under the Endowed Schools Acts?—Yes, I should desire to see all those things consolidated.

CENTRAL COUNCIL OF SECONDARY EDUCATION.

15,506. You are also of opinion that a council would be of value as a part of the central authority for Secondary Education?—Yes.

15,507. Which of those functions which you have mentioned do you conceive ought to be discharged by the Minister and his staff, and which of them, do you think, ought to be discharged, either by the council alone, or by the council in association with the Minister?—I am assuming that the central authority would, in fact, be the council of the Minister, and that he would be the chairman of that body.

15,508. Then you are not assuming under the term of a council, anything that is different from what may be called the permanent staff of a normal department?—No; my point is that the central education authority should constitute the council of the Minister for those purposes.

15,509. Then it would be a department, *mutatis mutandis*, such as the Education Department is now?—Yes, I was assuming that this central education authority would be a council on the analogy of the council of the India Office or of the Admiralty.

15,510. There I think it is important to distinguish, because the council of the India Office is quite unlike what exists in any other administrative department?—I am speaking, of course, without an exact knowledge; I only say on the analogy.

15,511. I am calling your attention rather to the administration of a normal department, such as the Education Department, the Home Office, the Board of Trade, or the Local Government Board; but the India Office is peculiar in having a council which contains something quite different from what the permanent staff is at any one of those departments; to which, therefore, do you think the council to be attached to the department of Secondary Education ought to correspond; would you organise that department like one of the normal departments, such as the Home Office and the Board of Trade, or would you organise it like the India Office?—It has not occurred to me that the members of the council would be in the position of what may be called the permanent staff of the Education Department.

15,512. Then do you consider that the council should be a body, to some extent, external to the ordinary administrative work of the department, and not necessarily paid?—I think they ought to be paid; because I do not see how you could otherwise secure their giving the necessary amount of devotion to the work—making it, perhaps, the chief business of their lives.

15,513. Then you consider that they would be occupied in the regular ordinary work of administration?—I do not see how the work could otherwise be done. I should not be in favour, as I said before, of a consultative body of a more or less amateur kind.

15,514. In that case, would you conceive that the function of hearing appeals, which is mentioned in the memorandum of the headmasters' conference, is a function which could properly be given to an ordinary administrative department?—I am not familiar, of course, with the constitution of the departments in detail, so that I do not grasp the difficulty perhaps. My idea was, that of a small number of men appointed as a commission, who at the same time act as the council of the Minister, the Minister being the chairman of that commission.

15,515. But they would be merely the staff helping the Minister?—They would, as a matter of fact, have to work out in detail, or supervise all the work of this great department.

15,516. But the determination of all questions would rest with the Minister; these officers, whom you contemplate, would be nothing more than persons paid to help the Minister; the decision and the responsibility for it being his?—The question whether the determination should rest with him, or whether he should be bound in regard to any schemes by the majority of this commission, is of course, a question for discussion.

15,517. But that would be quite different from what exists in any one of our departments. In any one of our departments now, leaving aside for a

moment the peculiar circumstances of the India Office, the Minister is absolute?—But my own preference is for the other constitution of the body, that is to say, that the Minister shall be bound with regard to all the acts of this commission, all the things that come within their purview, by the decision of the majority.

15,518. Would not that be inconsistent with their being part of the staff of his department. It would be a very abnormal thing for the Minister to be bound by those who are really his subordinates; it would be a thing, setting aside again the very special circumstances of the India Office, which is quite without parallel in our administrative system?—It has a parallel in the India Office, I think: I should put it in this way: that assuming the formation of such a commission, it is a matter which deserves a good deal of consideration, whether it shall be purely consultative or whether the decision of the majority should override the view of the Minister. My own personal preference is for acting in all those cases on the decision of the majority. It is possible that if that preference were pushed to its natural conclusion, it might necessitate the separation of such a commission to some extent from the Minister.

15,519. Your view, I may take it, at any rate, is that the council, if there is to be a council, should be comparatively small?—Yes.

15,520. I suppose not exceeding 10 members?—I have thought that it might be about that number; it might be even smaller, or subject to reduction, when the rush of preliminary work was over.

15,521. And that the members should receive a salary?—Yes.

15,522. And be continuously engaged in administrative work?—Yes.

15,523. Do you also consider that they ought to possess any special experience, or would you simply take the best men whom you could find, whatever their previous careers were?—I think it would be a great advantage if the majority of such a commission or council, or committee, had, say, 10 years' experience as teachers either in schools or universities.

15,524. And you would give the appointment of them to the Crown?—Yes, to the Crown.

15,525. Do you conceive that the power of making schemes might usefully be transferred from the Charity Commission to such a body?—Yes, I do. I should assume that for all schools under the provincial authority the schemes would be drafted by the provincial authority.

15,526. Or the county authority?—Yes; and that they should be simply referred to this central body.

15,527. Which should approve, or modify them, as it thinks fit?—Which should approve, or modify them, or reject them, as it thinks fit.

15,528. Would you have any, and if so what, relation between the provincial authority or the county authority, and the great non-local schools?—I should prefer to keep the non-local schools in direct connexion with the central authority.

15,529. Would you not, for instance, think it right to allow the county or provincial authority to nominate one or more members upon the governing body of a great non-local school which happened to be situate within its area?—I should feel no objection to that at all.

15,530. It might occasionally happen, I suppose, that a school which was non-local, as respects one branch of its endowment, was local as respects another?—Certainly.

15,531. For instance, would that be the case with regard to Harrow?—That is the case, I believe, both with regard to Harrow and to Rugby; we both have local duties in connexion with our lower schools, whereas our great schools are national in their character rather than local.

AREA OF LOCAL AUTHORITY.

15,532. You have used the term provincial or county authority. Two views have been placed before us: the one that the county ought to be taken as the area for the local authority, and the other that there would be

advantages—even if the county constitute the area, for some purposes, of the local authority—in having also several larger local areas and authorities, of which there might be some six or eight over all England. Do you assent to that view?—I cannot say that I do. I should prefer that, as a rule, the local authority should be the county authority.

15,533. It has been put before us in evidence that there are many cases where the county would be somewhat too small an area, because the number of persons capable, from their experience and character, of taking a very strong interest in the development of Secondary Education, would be comparatively small, and that therefore one might expect a more wise and large and vivifying administration from an authority administering a larger area than one of our average Midland counties, let us say. What opinion have you to express upon that point?—I suppose that this might be the case in certain instances; but my impression is that the instances would be very few. On the other hand the English people are so much accustomed to acting together in counties, for all sorts of administrative purposes, that you have, so to speak, the lines of administration laid down ready. And further than, that you get a sort of natural rivalry between counties, which would tend, on the whole, I think, more to keep up the level of good administration in this respect than the grouping together of different counties or districts consisting of persons who are not in the habit of working together for public purposes.

15,534. I will ask you to take two counties, with both of which you are familiar: your own county of Cumberland, and the county of Gloucester?—My own county is Westmoreland rather than Cumberland.

15,535. That is a better case still?—It is, perhaps, a little difficult to draw a distinction between Cumberland and Westmoreland, because the two counties run into one another so much, and are so entirely of the same character that there you have two counties which might possibly with advantage be combined. But I should wish to leave the decision of such a question as that, say, to the central authority, after consultation with the persons in the neighbourhood when the time came.

15,536. Would you be content with the power for Cumberland to unite with Westmoreland, or would you give power to the central authority to declare Cumberland and Westmoreland united?—I would give them the power to determine the question, after consultation with the county authorities.

15,537. And how with regard to Gloucestershire?—As to Gloucestershire again, I should think, from my acquaintanceship with Gloucestershire, that it would be better that you should have a county authority constituted for Gloucestershire itself.

15,538. With no authority over it except the central authority?—Yes. And it might be a question whether such a city as Bristol should not even have its own authority outside the county of Gloucester, because Bristol is a county in itself.

15,539. I was going to bring you to that question. Do you conceive that education on the whole, both in Bristol and in the county, would be better served by having one county authority which should include Bristol, being a great county borough; or would you have the Secondary Educational authorities of Bristol and of the county entirely independent of one another—treating each as the unit—each free to arrange its Secondary Education for itself?—I should prefer to make them independent, and to treat them as separate units. In each case you have a real unit. If you combine them together, you bring heterogeneous elements together, and you would probably get more friction than advantage.

15,540. Would you not conceive that there might be some gain in having an organic connexion between the educational system of Bristol and that of the county?—I think that on the whole the greater gain would be in leaving the two bodies to follow out their plans for their particular districts; and their relationship to the central authority, I conceive, ought to be a real and active one.

15,541. On the other hand, I suppose it is true that Bristol contains an educational machinery for Secondary Education which serves the adjoining parts of the county of Gloucester?—Yes, it does West Gloucestershire, certainly.

15,542. So that really a large number of West Gloucestershire boys—boys whose parents live within the county council area—go to school in Bristol?—Naturally.

15,543. Would that raise any difficulties which would require adjustment?—I do not see that any difficulty could arise in consequence.

15,544. The same thing would apply, I suppose, in fact almost *à fortiori* to the relations of Birmingham and Warwickshire?—Yes, it would. My own impression would be that it might be better to leave Birmingham to manage its own affairs, and the county of Warwick to have a separate body managing the county districts.

15,545. And yet the whole north-western part of Warwickshire is served by Birmingham?—It is to a considerable extent, owing to its position and the branching out of the railways and so on.

15,546. Then you would not conceive it necessary to introduce, even if Bristol and Birmingham are left independent for most purposes, anything like a federal relation between the county authority and the authority of the great boroughs?—I do not at present see what special advantage, would be derived from that; and on the whole I am inclined not to make the provincial authority extend over too large an area.

15,547. But then I understand you rather to dismiss the idea of a provincial authority, except perhaps, for such comparatively small counties lying in close contiguity, as Westmoreland and Cumberland?—I was not thinking of provincial in the technical sense, but of the local authority.

GRADING OF SCHOOLS.

15,548. You are familiar, no doubt, with the recommendations of the Schools Inquiry Commissioners of 1868, upon the subject of the grading of secondary schools?—Yes.

15,549. Do you consider that they were right in suggesting that three grades of secondary schools were required, or do you assent to the view that now, at any rate, two grades would be sufficient?—It seems to me that experience has shown that the three grades involved rather too much differentiation; and that it is better, as a rule, to be content with two grades; and in any case I should like to leave rather more liberty to the local authority to decide as to the grading required by the circumstances of the town or neighbourhood.

15,550. That is not one of the matters in which you would give a decisive voice to the central authority, although you might allow them to enunciate general principles, and to give advice?—Yes; but I should like to leave the initiative in such matters to the county authority.

15,551. Would you also leave to the county authority the decision of the question whether in any particular case a so-called third grade or second grade school was required?—I should like to leave the drafting of the scheme to the county authority.

15,552. You would not leave it to the local governing body; the local governing body would not itself have the power to determine what the character of its school should be?—I should prefer that the county authority had the initiative rather than the local governing body.

15,553. Have you any suggestions to offer as to the composition of local governing bodies, or as to any defects in their composition which it might be possible to remedy?—No, I have not thought of any points that I wish to mention. So far as my own experience has gone, the governing bodies that were constituted under the Endowed Schools' Commission have done their work very well.

15,554. There has been a very strong tendency of late years, as you know, to make those bodies more and more representative rather than co-optative?—Yes.

15,555. Do you think that that process requires to be carried still further?—I think it is desirable that it should keep pace with public opinion. As a rule, experience seems to show that the tendency to make such bodies more representative does not result in putting an inferior class of men on them.

15,556. Assuming a town of sufficient size to support what is called a first grade school, that is to say, a school a tolerable proportion of whose boys remain at school till 18, and go to the university, or to places which give an education similar to that of a university, would you consider that in such a town the provision for education of what is called the more modern or scientific type should be made in the same school as that which prepares pupils for the university, or would you create a separate school for the purpose?—I should be guided to a considerable extent first of all by the size of the town.

15,557. We are assuming a town which would support a so-called first grade school, that is to say, a town where a first grade school might be expected to have from 150 to 200 pupils?—In that case I should prefer that those two types of education were in the hands of distinct headmasters in sympathy with one another, and each specially qualified to superintend that particular class of school.

15,558. You would not make them departments, so to speak, of the same school, but distinct schools?—My preference would be on the whole to make them parallel—probably under the same governing body, but still parallel.

15,559. Would you carry it as far as to have two distinct schools of the modern type in one of which the literary and in the other the scientific side should be prominent; or have you considered that it might be done by having a so-called modern school with two departments?—I suppose that in the majority of cases one such school with the two sides bifurcating, or something of that kind, would be sufficient; but having generally defined the different types of school that might be required in such a community, I should like to leave a good deal of liberty to the county authority.

AGE OF ENTRANCE TO A UNIVERSITY.

15,560. Have you any opinion to express upon the question as to what provision should be made at the university for boys going there sooner than at 19, and whether it might be desirable that a larger number than do now leave school at 19 should leave at an earlier age?—I have for many years been of opinion that some provision should be made at the university, either in connexion with the existing colleges or otherwise, so as to encourage young men who by circumstances are obliged to complete their education, say, at 19, to commence residence at the university, say, at the age of 16 or 17, so as to complete the three years' course before they are 20.

15,561. (*Dean of Manchester.*) Did you form that opinion from your knowledge as having been head of a college at Oxford?—I formed it and formulated it and published it more than once when I was the actual head of a college at Oxford. But there are a good many difficulties in introducing any such change into an old society like that of Oxford or Cambridge.

15,562. (*Dr. Fairbairn.*) We have also had on this matter testimony given that the conditions of university life are so changed that coming into residence at what was once the normal age of 16 or 17 has now become undesirable. May I ask your opinion upon that point?—Of course I had that point in my mind also, and I felt all along in dealing with the question that it would be necessary to modify to some extent the conditions of life for those younger men. It would not be quite right to plunge a number of young men of 16 or 17 into the ordinary life of a college as it is at present administered, as a rule; so that it had occurred to me, when I was considering the matter, that possibly some colleges might be persuaded to establish something of the nature of hostels, under one of their tutors or some person connected with the college, to receive students.

15,563. (*Sir Henry Roscoe.*) That was the object, I believe, of the foundation of Cavendish College, Cambridge?—Yes, it was.

15,564. (*Lady Frederick Cavendish.*) Was that not a great failure?—Yes, but that failure was easily accounted for. It was not founded on the lines that I had in my mind at all.

15,565. (*Mr. Lyttelton.*) Would you contemplate any permanent and considerable reduction of the age at which boys stay at public schools?—There are, I think, two classes of boys at a public school—two at least. One is the class of those who rise to the top of the school, and who are better occupied at school up to the age of 18 or 19 than they would be anywhere else. Such boys are looking forward to continue their education to the age of 22 or 23, and they get the best part of their school education, say, between 16 and 19, in preparing for the three or four years at the university. But then in every secondary school of the first grade there is a considerable class of boys who, from circumstances, have to complete their liberal education at 19, let us say, and their parents at present, as a rule, leave them at the school to 19. Many of those boys never reach the upper stages of the school; they never become members of the sixth form, or what one may call the more responsible part of the school, at all, but remain as members of the fifth form, let us say, possibly from 15 to 18 years of age. I hold that it would be much better for some of those boys if they looked forward to leaving school at 16 or 17, and competing for a degree at Oxford or Cambridge. They would have a new intellectual stimulus applied; they would acquire all the associations of the university, and they would go out into their business in Manchester or Liverpool, or to their professional work as doctors, or as solicitors, much better prepared as educated men, than they now are, after, perhaps, dawdling for two or three years in the fifth form of a public school, giving their chief attention, possibly, to athletics, and acquiring tastes which become permanent all through life.

15,566. (*Mr. Jebb.*) Might I just ask one question upon this. Would you contemplate such boys taking honours at Oxford or Cambridge?—I am not familiar with the details of the curriculum at Cambridge, but I see no reason why a good many of those boys should not take a respectable class at Oxford, say, in history or law, or in some branch of natural science, or possibly in classics, according to their natural gift or the destination for which they are intended.

15,567. (*Mr. Lyttelton.*) Have you made out clearly what would be the exact intellectual advantages and the difference in the intellectual atmosphere between a hostel at the university, such as you foreshadow, for these boys, and the higher part of the public school?—I had not quite finished my answer with regard to the hostel when the other questions arose. My idea, so far as I have formulated it, was, that if any college in Oxford, let us say, were prepared to entertain this question, it might be done in this way: that the college might arrange for establishing some small hostel in connexion with the college, under the direction of one of its tutors; all the members of the hostel to be members of the college, but during their first two years, or until they had reached a certain point in their university career, to be not so free as the ordinary undergraduate is—with regard to his daily and nightly life, with regard to the spending of money and so on,—but to enjoy all the actual real advantages of the university, intellectual and social, just like the rest. Then, at the end of the first two years, say, when the boy of 16 has become the young man of 18, I had it in my mind that the college would bring him into rooms, and that he would spend his last year like any other member of the college, of 20 or 22.

15,568. (*Dean of Manchester.*) He might even pass in earlier if he were fit for it, might he not?—Yes; it would be a question of character, and so on, to be determined at the discretion of the college authorities, how soon they would award him rooms in college.

15,569. (*Dr. Fairbairn.*) I am very anxious, of course, not to lead this evidence into matters that concern the university rather than the schools,

but I should be glad if would give us your judgment as to what particular conditions at the university make the later age more desirable now for the majority of men?—What occurs to me, with reference to that question, is that the ordinary age for entrance to the university is really determined by the age at which the young men who mostly frequent the university are supposed to enter on their professional life or professional training. That happens to be, in the case of clergymen, about 22, and in the case of doctors and of barristers it has come by practice to be about the same. I do not know that there is any other reason why young men should not go, perhaps, a year earlier than they do. It varies. I send most of my pupils before they are 19—at 18, and I always have done so.

15,570. I wanted really to know whether it was a necessity of school life, or of university life, that accounted for the later age?—I think the age, to a great extent, has been determined in the past by the age fixed for the scholarships and other emoluments; and that the only practical way of modifying the university age for the majority of men is to modify the age for the enjoyment of its emoluments.

15,571. Of course what we want to know is whether it would be better to put the age lower?—I do not think that where young men are preparing for professions, such as the Church, the higher branches of the law and medicine, there would be any advantage in lowering the age much beyond its present standard—*i.e.* for those of the wealthier and upper classes who are now enjoying the privilege of a university career.

15,572. Let me put one question which is concrete. A boy enters the university at 19 years of age: he reads for four years for the honours school; he is going into medicine, and must have his B.A. before he can specialise; he has then five years after he is 23; he used to have four years, and now has five—bringing up his actual years to 28, before he can begin his practice?—That is true.

15,573. I would like your opinion as to that?—I think that that kind of usage will prevent the universities being very largely frequented by the great mass of those who are going to be doctors, for instance; whereas, if my suggestion were acted upon, I think a good many more who are going to be doctors would go to the university.

15,574. (*Dean of Manchester.*) There is one question which I think is quite cognate to this matter. Might it not be well, therefore, that a good many rewards, scholarships, and foundations, should be assigned to those of a lower age, of whom you speak, or should be obtainable at a lower age. You said just now, what is very true, that scholarships with which they go to the university are largely obtained by young men, say, verging upon 19; but if scholarships were assigned by the colleges and the university to boys of the age of which you speak, do not you think that those eleemosynary endowments would be better applied than they sometimes are now?—My feeling with regard to that is, that I would rather open the door so to speak, for such an experiment by making provision for it, and seeing whether there was a natural demand for it in the first instance. If that natural demand arose, and, if after a few years' experience there was anything like a considerable number of those younger students, at Oxford and Cambridge, it is very probable that public opinion would begin to ask for some share in the endowments, in the shape of scholarships.

15,575. That is true; but if you will pardon my pressing it, on the other hand, you see those very boys, who might, very properly do, go on to the university earlier, so as to begin their course of life at an earlier point, may be excluded by the fact that there are no pecuniary advantages at present obtainable by them?—That is true; at the same time I should not like to create an artificial reason for their going, so as possibly to interfere with what is a very good type of education for those who can afford the time to devote to it.

15,576. (*Mr. Lyttelton.*) We have had it represented to us from an influential quarter that the athleticism of the universities is even a more

serious fact than that at school. Would you not be rather afraid that those young men at 16 might jump from the frying pan into the fire, so to speak?—I should not be afraid of that, because by transferring them from, say, the fifth form at school, where they have no particular motive, except to keep out of trouble and enjoy their life, to the university, where they have the distinct motive before them of obtaining a degree, which will give them a great deal of trouble at that age, you apply an intellectual stimulus that you do not apply at school; so that although the athletic associations are, possibly, as strong at the university as at school, you would find that they were brought within the sphere of other strong associations also, and that many of those boys would not be drawn into the athletic current, so much if they left school at 16, as if they stayed at school until 18 or 19.

15,577. (*Sir Henry Roscoe.*) With regard to the education in large centres, of which we have been speaking, do you desire to see a system of schools, such as you have indicated, supplemented in any other way suited to the requirements of the town—for instance, technical and arts schools?—I should like to see the county authority in possession of full power to establish such technical schools of a secondary kind as might, in their judgment, be required.

15,578. You are aware that they have that power under the Technical Instruction Act?—Yes.

15,579. Also what opinion do you hold with regard to education beyond the limits of school age—evening instruction, for instance?—There I feel that there is a great field for the activity of the county authority. So far as my experience of a city like Bristol goes, that has not been at all sufficiently worked as yet.

15,580. But you would leave the whole initiative with the county authority?—I should leave the initiative with the county authority.

15,581. Have you any other remark to make with regard to this particular point in your précis?—Nothing, beyond what I have put down there.

15,582. Will you kindly give us your view as there expressed. I should like, for instance, to ask what you mean by the suggestion of a superannuation rule for each school and each department of a school?—My feeling, on the whole, with regard to that question is, that the best system of education will be established if the county authority starts with the idea that the first thing to be looked to is the type of school required by the population, rather than if they start with the idea that they must have a school for children leaving at 16 years of age, and another for children leaving at 17, and so on. Having done that I should say that in each school, and not only in each school but in each department of the school, they should enact that the children must come under a superannuation rule, unless they reach a particular position in the school; and that, as a matter of fact, would indirectly determine the grade of school as well, as the Endowed Schools Commissioners called it.

15,583. Would you explain exactly what you mean by a superannuation rule by an example?—Supposing that a school were established with an upper and a lower department, for example, a secondary high school in a town, and that the education in those two departments was mapped out, then I would say that every boy or girl who does not reach the upper department by a certain age to be fixed would become superannuated.

15,584. That is to say, discharged?—I should put it at the discretion of the headmaster or mistress, subject to a report to the governing body, to say that that pupil must leave the school.

15,585. (*Mr. Lyttelton.*) What would happen to him?—In nine cases out of ten the pupil would get out of the department into the upper department; and the tenth case would have to be considered in this way: if the pupil was dull, but bore a thoroughly good character, then the rule would be suspended so as to give him another opportunity. In that way you

not only grade your schools but you apply a stimulus all through your schools.

15,586. (*Sir Henry Roscoe.*) You are of opinion then that the maintenance of a type of schools specially suited to the needs of the surrounding population is to be made the ruling idea?—Yes, the idea from which you start; and the question of age, with the superannuation rule sensibly worked, would adjust itself.

15,587. With regard to the appointment of masters, what special advice would you give?—I think it ought to be very definitely laid down that it would be the duty of every governing body, that, in appointing the headmaster of a particular kind of school, they should appoint someone with such attainments and sympathies as correspond with the main curriculum of the school.

15,588. You would not put a classical man at the head of a scientific school, or *vice versâ* that is to say?—No. I think that ought to be made a matter of paramount duty.

15,589. Is not that so at the present time?—I think the character of schools is liable to change a little from that being neglected from time to time.

15,590. (*Mrs. Sidgwick.*) So far as I understand, you consider that education can be cut into lengths; that if a boy is leaving school at 14 or 16 years of age, it does not matter about his having been taught up to that age with boys leaving at 18 or 19?—I do not think that it is possible to make so much distinction in the type of education as the Endowed Schools Commissioners thought they could make.

15,591. You would not carry that down to elementary education, and say that elementary education could be made continuous with Secondary Education, would you?—I should like the elementary education to cease, so to speak, with the standards, and everything else to come under the Secondary Education authority.

15,592. What I meant was, would you recommend a boy, who could manage to pay the fees, to go to a secondary school, even if he had to leave it at 13?—Yes, I should like that. Take the case of a boy in an elementary school who runs through the standards at an early age. As soon as he is through the standards I should wish to see that boy sent forward to a secondary school with an exhibition.

15,593. Even for a few months?—No; I would give him the exhibition so as to encourage him to stay. Assuming that a boy of only average ability passes through the standards by the time he is 14, a clever boy would pass through at 11 or 12, or 13 possibly. I should like to see every such boy sent forward to a suitable secondary school with an exhibition that would entitle him to remain at that school until he was 15.

15,594. What our witnesses have usually told us is that with clever boys it does not matter; you can move them on from one school to another; but that the average boy's education is very much injured if, when he is going to leave school early, he has to begin subjects with boys who are going on with them later. That is not your view, I understand?—I do not fear that he would suffer very much, if he had anything like a year for them in the new school. There might be a little friction at the beginning, but I think he would gain more than he would lose by his new associations, by the new atmosphere into which he is taken, by the mixture of classes and so on.

15,595. But after 14, you think that if a boy is to leave at 16 the education may be taken on quite the same lines as if he were leaving at 18, so far as it goes?—There is very little real essential difference between the secondary school of what is called the second grade type and the third grade school in all the lower parts of the school; and not so great a difference as is sometimes made to appear between the lower classes of a secondary school and the upper classes of an elementary school; so that I do not think the friction, or loss of time, or the disadvantage

involved is so great as people who are not engaged in education sometimes imagine it to be.

15,596. (*Mrs. Bryant.*) With regard to sending on all boys, as I understand you, you would like all boys who have passed out of the standards, say at 12, to go on as a matter of course with an exhibition to a secondary school?—I should like to see that done, if it were possible, of course.

15,597. Have you considered the effect that that might produce in encouraging parents of the comparatively well-to-do classes to send their children to elementary schools, for the sake of qualifying for those exhibitions?—I have in my précis in another part indicated my view with regard to that; that exhibitions should be of two types, that they should have a minimum value and a maximum value.

15,598. We shall have that later, I suppose?—Yes.

15,599. (*Dr. Fairbairn.*) You would not regard it as a certainty that parents of a well-to-do type send their children to board schools, would you?—No, I should be very glad that they should do so, if they are inclined to do so. I think it is very good to have an inter-mixture of classes both ways.

15,600. (*Mrs. Bryant.*) I understand you to say that in every town of sufficient size you would like to see three types of schools?—Yes.

15,601. The two modern types and a classical school?—Yes.

15,602. Have you considered at all how large each of the schools must be in order to be financially sound?—No, I have not considered it in detail, because it is very difficult to consider those things in any detail without going into questions of expense, and those questions depend very much upon local circumstances.

15,603. You would not be prepared to say the number—about?—I am not one of those schoolmasters who are in favour of very large numbers in schools; I should be content with a moderate number in each school. Some of the best schools that I know in England are schools with not much more than 100 boys; 150, I should say, was ample material for making a good school.

15,604. So that you would be satisfied if the population was of such a kind and magnitude as to support three schools of this size; you would then make them separate schools, supposing that each might contain 150 boys?—Say 200 for any such school. I should be quite content with a school of 200. I think it could be worked as well as a school of 400; and it has the further advantage, if it is well worked, of bringing the influence of the headmaster to bear more directly upon the mass of the pupils.

15,605. And you think that there would not be financial difficulties in working such a school?—Quite so.

15,606. I want just to ask you one question with reference to the constitution of the central educational authority. I understand you to imply that separate functions might be assigned to the council and the Minister in order to obviate some of the difficulties that arise in connexion with the functions; that some functions might be assigned to the council as such, or to the commission as such, rather than to the Minister. Have you defined that in any way?—I have assumed that the central authority, or commission, or council, by whatever name it is called, should exercise the functions enumerated on page 8 of the headmasters' memorial; that is to say, taking over certain functions from the Charity Commissioners, and the Educational Department, determining the areas of districts, receiving reports from the county authority, and establishing and maintaining a system of registration—both for schools and individual teachers; that they should receive and allot any Imperial grant; that they should further receive from the county authority reports of examinations, and so on, and should supervise the examination of non-local schools directly in connexion with the universities, or otherwise, as they might determine. All those functions

I had thought of their discharging as a committee, or commission, by the vote of the majority—by the decision of the majority.

15,607. The Minister presiding over the commission?—Yes. If that is thought by those who are familiar with our administrative system not to be compatible with the position of a Minister, who would be responsible in the House of Commons, then I should rather, on the whole, retain the administrative independence of this commission, and connect it less closely with the Minister.

15,608. That would involve separating those functions which are enumerated in the headmasters' memorandum into two parts, some of them to be handed over to the commission in the same way in which certain functions now belong to the Charity Commission, and others to belong to the Minister properly, independently of the commission. Would you be disposed to go into that any further as to the particular functions?—No, I should not be prepared to go into the details of that, because it is a matter which would require a good deal of delicate adjustment.

15,609. (*Dr. Fairbairn.*) Did I correctly understand you to say that you would assign to the central authority all the functions, as regards non-local schools, that you assign to the local authority as regards local schools?—In theory I should do so, certainly. As a matter of fact, many of those schools are old established, and are under legislation which has been passed as the result of commissions, and so on, so that the central authority would probably scarcely touch their administration at all, except that it would have the right to see that they are maintained in a state of efficiency.

15,610. That was precisely my reason for putting the question. There are certain schools, of course, specifically excluded from the supervision of the Charity Commission, if I understand aright?—Yes.

15,611. You would not therefore say, would you, that the functions and powers that are now exercised over endowed schools by the Charity Commission should be handed over to the central authority, as regards the non-local schools?—I should assume that every educational function and power which is now exercised by the Charity Commission would be handed over.

15,612. But you would not, as it were, go back upon the legislation that distinguished certain public schools from endowed schools?—No. I should interfere with them as little as possible. At the same time you must have some central authority, and the strong schools are always capable of taking care of themselves, I think—they have many friends in Parliament and elsewhere, so that I do not suppose there is any fear, with regard to them, that this central authority will become either too powerful or too interfering.

15,613. That involves the other question that I intended to ask. Would you grant to the central authority what you have conceded, in your answers to the right honourable chairman, to the local authority, namely, power to appoint any member or members on the governing body of those schools?—I should be quite ready to go as far as that. I see no objection to that at all. It often helps indeed to make matters run much more easily if the authority is represented, because of the intercommunication; it saves friction.

RELATION OF PRIMARY AND SECONDARY EDUCATION.

15,614. (*Mr. Cockburn.*) Are you acquainted at all with this modern type of school which is the test instrument for giving Secondary Education—I mean the higher grade school?—I cannot say that I have an intimate acquaintance with it. Being a member of the governing body of the Firth College at Sheffield, I have seen a little of the central elementary higher grade school at Sheffield from the time it was started.

15,615. That is a good type of what I mean?—To that extent I have a slight acquaintance with it.

15,616. Have you been bearing those schools in mind when you set out this scheme of towns of a certain size having three schools; do you give

Higher Grade Schools a place at all?—Yes; my idea with regard to schools of that kind is that they should be handed over to the county authority for Secondary Education, and that there should be some very careful financial adjustment as to the money expended on those schools, and the money expended on the parallel secondary schools. I should desire to see, as far as possible, all children placed pretty much on the same level financially, whether they were in that school or in a parallel school.

15,617. Therefore, I suppose, that in order to rectify the matter and begin *de novo* in the proper manner, it would be necessary to take away from all existing school boards, those secondary schools, or forms of secondary schools, which they have established?—Yes, I think it would; but I should endeavour to meet them by giving them a very considerable representation on the county authority of their town.

15,618. How would you arrive at that?—It would have to be done in constituting the county authority. I do not know that I have formulated my ideas about that.

15,619. You have spoken about boys being left in a primary school until they have gone through all the standards, and after that coming to these secondary schools. Do you mean as high as the Seventh Standard—I suppose you do?—I purposely said, the standards to be adjusted as might be thought necessary. I should like to leave that rather to the decision of those who are experts in elementary education.

15,620. But you surely would not allow your local authority to determine in every separate district what was to be the standard to be reached?—The Education Department would, of course, decide that.

15,621. The Education Department have decided that you may go up to Standard VII.?—I do not know at what age it is considered that a child passes Standard VII. I am not sufficiently familiar with all the details.

15,622. Are you aware that Secondary Education really begins very frequently at Standard V.; that is to say, that a child begins learning French, say, in Standard V., and takes the first year's French, and mathematics, and other subjects?—Yes; then that could all be included in what I call the revision of the standards, according as experience might suggest that they ought to be modified.

15,623. Then do I understand that in order to make your scheme workable, primary education should now be put back and confined to the three Rs?—I do not say to the three Rs; I did not mean necessarily the three Rs, but to the standards—with such revision and modification as might be required on the supposition that the children would leave the elementary school at a certain age—on the average, say, 14. At present that, as I understand, has been entirely thrown overboard. The children in a higher grade school, such as the Central School at Sheffield, probably range from 11 to 15 or 16; and yet those children, if I remember rightly, are enjoying free education up to perhaps 16, and are probably costing the rates and the Exchequer 4*l.* 10*s.* or 5*l.* a head, per annum, all the time; whereas the children in a parallel secondary school have to be maintained and educated by their parents.

15,624. (*Sir Henry Roscoe.*) Would you desire to see the parallel secondary school then made as open, or would you rather put a fee upon those other schools?—If I had to consider the matter, I should try to work out a system of such a kind that the bulk of the children in those two schools, if they are to continue different types of school, should be on the same footing with regard to the expense to their parents and the assistance from the State.

15,625. (*Lady Frederick Cavendish.*) A little of both, do you mean—assistance from the State and a fee too?—Yes.

15,626. (*Mr. Cockburn.*) I understand your opinion to be that boys would remain in the primary school until 14?—Yes.

15,627. Then I am able to say definitely that, if they do that, they would, according to the code of the Education Department necessarily have

gone in for a considerable beginning, at all events, in the way of a Secondary Education?—I have no objection.

15,628. In the ordinary primary school?—I am assuming that the curriculum of the primary school is fixed so as to give the best possible education up to the age of 14, and I am assuming that the average boy will leave school then and go to work.

15,629. It has been found by practical experience, from which there is no escape, that the best way to continue those largely-increasing numbers of children in the board schools, who are remaining longer than 14, so as to give a continuity of the same class of education at a school on the same lines and under the same central authority (the Education Department or others), is by forming a higher grade school, as it is called, that shall distinctly be a continuation school for those who will remain longer on the same educational lines—at all events, the same curriculum—as they have been working at from 10 years old. It seems to me that your method would entirely destroy the whole of that system. You would make the continuation take place under new conditions, under a new authority, and new provisions altogether. I want to ask you whether you see no difficulty in disrupting the whole thing in that way?—Is it not the fact that those schools have arisen because there were no corresponding secondary schools into which the children could be received. That is how it has occurred to me.

15,630. That is not quite the fact. I think it would be more correct if you were to say that they have arisen from the increased demand for that kind of education—a new demand, in fact?—I cannot see that there would be any difficulty in passing these boys on to schools properly organised under the authority that had to deal with Secondary Education generally.

15,631. It requires same familiarity with the Education Department's rules?—On the other hand, I do not see how the present system is to go on developing, giving virtually free education up to 15 or 16 years of age to one particular class of boys in one particular type of school at the expense of the public, whilst boys who are getting a somewhat parallel education have to receive it at the expense of their parents.

15,632. (*Dean of Manchester.*) I suppose you mean in grammar schools; you are thinking of grammar schools?—I am thinking of a grammar school or any high school that might be established in a town.

15,633. (*Mr. Cockburn.*) Then I will only ask you one question more on this subject. Do you think that it would be possible for any Government to carry successfully through Parliament—at this time of day—a measure which would take away these schools from a large number of corporate bodies—school boards all over the country—who have established higher grade schools, some of them having expended as much as 100,000*l.* in the establishment of two or three of those schools. Do you think that that is a possible thing, or will it not rather be necessary to face the difficulty in another way?—I am afraid that I do not know what the political difficulties might be; but it occurs to me that if the school boards have spent so largely as that, it makes the problem more difficult, and it is a pity that Secondary Education was not organised a little earlier.

15,634. Then, coming to one other point, may I ask whether you would like to see, and are you quite clear that all this provision for evening education should be put in the hands of the county council or of this new local authority?—I should like to see the local authority charged with the duty of supplying facilities for evening education, either through their technical schools and colleges or through the university college of the town, or by such other means as experience might suggest. I hold that it is of great value to a city population that they should have every facility and every encouragement for the continuation of education after the boys and girls leave school and begin their work.

15,635. Are you aware that that work is being almost exclusively done by the school boards?—I know that it has been done to a great extent by the school boards, and to some extent by the local university colleges, and

also by such technical schools as the great Merchant Venturers' School or College, at Bristol, with which, no doubt, you are acquainted.

15,636. (*Dean of Manchester.*) Is it within your knowledge that there are about 20,000 such young people as Mr. Cockburn refers to under instruction in the school board schools in Manchester alone?—Yes. I have had papers showing the numbers; it is a very remarkable work.

15,637. (*Mr. Cockburn.*) Are you aware that Leeds has got about 12,000?—Yes. I myself had to do with a society a good many years ago—we called it the Recreative Evening School Society—in Bristol, just at the time that a similar society was started in London; and we had, in conjunction with the school board, a large number of pupils in the evening.

15,638. Do I rightly understand that you are prepared to break all that up, and put it into new hands?—No, that is quite a different subject from the higher grade school.

15,639. I think not; it is Secondary Education given very largely by the school board in the evening, to many adults, and I am glad to say, an increasing number?—No, I should not wish to take that away; but there is no reason why the work should not be equally well done by the county authority which would come into operation under the new Act.

15,640. Who would have no clientèle to draw upon at all, but would depend upon that created by somebody else for them?—On which body no doubt the school boards would be largely represented.

15,641. You include then in all your ideas that the school boards would be largely represented?—Yes, largely represented on any city or county authority.

15,642. Would you give us at this point your views with respect to the constitution of the local authority?—I cannot say that I have worked out in detail my ideas with regard to the constitution of such a local authority, except that I should like to see all the leading educational interests of a great city, for instance, represented on it.

15,643. I suppose that in the rural counties the county council would do; or how would you construct the new authority for them?—I should like to see a separate education committee in the counties, about half of which consisted of members of the county council nominated by themselves.

15,644. And the other half?—The other half being representative members elected in such a way as experience in working out the scheme might suggest.

15,645. And are those to be representative of school boards, too?—Yes, to be a Secondary Education Committee.

15,646. Are they also to embody representatives of the school boards?—The school boards ought to have a strong representation there also, of course.

15,647. Now, then, comes the practical difficulty. Let us take the West Riding, for example, suppose that you could exclude from the West Riding all the county boroughs, would you let them stand as separate units by themselves; is that your view?—I am not familiar locally with the West Riding. I should assume that that would be the general principle to go upon.

15,648. Every borough which is to-day created a county borough by population would be recognised as a popular unit?—I hold that it would be best to leave that to work as the unit.

15,649. Excluding the county boroughs, and taking the West Riding as a sample, I believe I am right in saying that you would have to deal with about 60 school boards, all of whom, I suppose, would require some share in arriving at the representatives to go on to the county council or local authority?—Yes.

15,650. Will you tell me how?—It would not be difficult in framing a scheme to say that this county authority should consist of so many individuals, and that a certain proportion of those should be elected by the school boards of the district. I should like to see a certain proportion also elected by the teachers of the district, and a certain other proportion elected in other ways probably, so as to make a fairly representative board for the district.

15,651. But every school board, being a corporate authority in itself, big and little, you would have a little school board of five members for a place with 200 people, whether put on an equality with a borough not quite big enough to rank as a county borough, but yet with its 49,000 inhabitants—the little parish taking equal rank with the big town—in nominating representatives?—That difficulty must come up with every system of representation I am afraid; I believe it could be adjusted in some way.

15,652. Does not that militate against the possibility of school boards being represented by a selection of themselves in that way?—I do not know. If the school boards are likely to be jealous of one another it might; but I should have thought that there would have been a sort of solidarity between the school boards, so that if they were told that the school boards of a district had to elect three or four or five members of such an authority, they would easily work out a *modus operandi*.

15,653. And you have said that you would have a full half—I suppose you would have a majority of the county councillors, because of their rating powers?—It is of the first importance that the county council should be well represented on the authority, in order to carry out any rating proposals satisfactorily.

15,654. You have said that school boards and teachers should be represented; is there anybody else that you would like to see represented on such a body?—Of course the question arises whether it would be well to ask the universities to nominate, or quarter sessions, or any other representative bodies; but I confess that I have not worked out any scheme in detail.

15,655. (*Mr. Fenwick.*) It has been suggested to the Commission that Secondary Education should be entirely self-supporting, and on the other hand it has been suggested that Secondary Education should be free. With which of these opinions do you agree?—I cannot say that I agree with either of those opinions. I do not see how Secondary Education could be made free without laying a burden of taxation upon the people, which they are not yet prepared to bear, at any rate. On the other hand I think the idea, which was the idea of the Endowed Schools Commissioners, that after providing for buildings and apparatus, all the rest of the expenses should be provided by fees, can hardly be carried out, and I think that more aid must be given from the public purse than that principle would imply. The mere gift of free education in all the elementary schools has altered the condition of things and the circumstances entirely.

15,656. Supposing that Secondary Education were to be entirely self-supporting, would you say that the position of those who are now receiving Secondary Education in the elementary schools would be affected by that?—I do not see how you could possibly adjust the relationship of the higher grade elementary school and the lower grade secondary school if you are to adhere to the principle that all lower grade secondary schools must be self-supporting.

15,657. (*Sir Henry Roscoe.*) Except by means of scholarships?—Except by way of exhibitions or scholarships. You would have what are virtually two schools in any great town—parallel to one another: one supported by the State giving virtually free education, and the other supported by the parents, and by the very parents who are paying the rates and taxes.

15,658. (*Dean of Manchester.*) I suppose you are aware that it is not universally the case?—I know that some of them require fees, and some

do not. At Sheffield, if I remember rightly, they charge no fee; at Manchester, I suppose, a fee is charged.

15,659. (*Mr. Cockburn.*) I think Sheffield is the only free one?—Yes.

15,660. (*Dr. Wormell.*) I think you do not suggest any change necessarily, with regard to the Education Department, for elementary schools, except this modification of the standards?—No, except as defining the limits between elementary education and Secondary Education.

15,661. You refer in your précis to the constitution of a council for the Minister who represents Secondary Education in the House of Commons. Are you thinking of a Minister of Secondary Education independently of a Minister for primary education?—I cannot say that I have come to any definite conclusion on the subject. The real point seems to me to be that if you are to have a system of Secondary Education thoroughly organised, you must have someone charged with the representation of it in the House of Commons. Whether he should be the same Minister who is charged with the representation of elementary education or not is a question that I have not gone into.

15,662. You see no objection to there being one Minister of Education to be responsible for it in all its branches?—No; certainly, my own feelings and sympathies are all in favour of bringing the different parts of education together into one body.

15,663. You would see no objection to the absorption of the Vice-President of the Council in the new Minister?—No.

15,664. On the other hand, do you think that some of the difficulties which have been suggested by other Commissioners would disappear if one Minister has the handling of all the parts?—It would save friction, I should think.

15,665. (*Mr. Lyttelton.*) In the matter of inspection of such schools as are under the central authority only, you know that some of those schools already have a sanitary inspection carried out by order of the governing body under professional experts?—Yes.

15,666. I suppose you would agree that the central authority might simply accept such a report from the governing body?—Certainly.

15,667. And supposing that the central authority were to have a representative on the governing body of such schools, would he have a vote, or might he be an assessor without a vote?—I confess that that is not a point to which I attach any very great importance; but I had supposed that if it was thought desirable that the central authority should be so directly represented, it would simply be by their nominating some person as their representative on the board, just as the University of Oxford or Cambridge nominates a representative.

15,668. On the question of federation between such a town as Birmingham and the county of Warwick, I suppose you would say that wherever it sprang up voluntarily it ought to be encouraged, but perhaps it would not be necessary to provide for it by statute?—I am not sure; because I am inclined to think that wherever a town becomes very large and develops its own civic life, and becomes, in fact, what we may call a county borough, its interests get dissociated from those of the county; so that I should be rather afraid whether the county and the town would work well together. I have seen very little of Birmingham, so that my experience with regard to a question of that kind is rather connected with the city of Bristol. Now I should certainly have felt that the city of Bristol, and the county of Gloucester, running together, would be like two dogs coupled together, that wanted to get away from one another.

15,669. I was only meaning that with regard to the questions that must inevitably arise on educational matters, where an adjustment between the two is necessary, you would not in any way hamper their voluntarily consulting each other?—No, I think that there ought to be as much conference as possible.

15,670. Then with regard to separate schools, dealing with separate curricula, as against the question of separate sides, you gave it as your opinion that separate schools, if possible, would be preferable to one school with separate sides?—Where the numbers are sufficiently large, I think on the whole, it is best for the pupils that they should be counted as separate schools. It enables the master to infuse the right spirit into the school more easily; the risk being otherwise that one department is thought inferior to the other, and accepts, perhaps, that verdict.

15,671. Those advantages then, in many cases, would have to be purchased, would they not, by increased cost; two schools surely must cost more than one?—To some extent; so that it would have to be left to the judgment of the county or local authority.

15,672. In answer to Mrs. Sidgwick, I think you said that the difficulties of passing boys on from one school to another, in the matter of the age at which they are going to leave off attendance at the new school, would not be found to be very considerable. I think you were speaking of the difficulties at the starting of their work in the new school?—Yes.

15,673. There is another class of difficulties which have been put before us—that is, the prospect of the boys leaving shortly after their arrival at the secondary school with a ragged end, so to speak, of any subject that they have taken up. Would you attach any importance to that?—I am not afraid of that, because I assume all through that the system to be established will include facilities for continuing education after leaving school.

15,674. Even after leaving the secondary school?—Yes; and I should desire to see far more done in the way of providing such facilities, and in the way of giving encouragement to those who are employed, to take advantage of them. It always seems to me that one of the greatest defects of our Secondary Education system at present is that employers of young people have assumed no responsibility at all with regard to providing that those young people shall continue their education; they are quite content to say that they are glad to see evening classes established, and so on; but I have hardly ever found employers who are willing to say that they would give certain privileges, or exemptions, or assistance to their young people who would take advantage of such a system as evening classes and schools of different kinds. If employers can be made to feel their responsibility, I am not afraid of a boy being transferred from an elementary school, say, for 12, or 15, or 18 months to a secondary school, and then leaving that school after he has only perhaps begun some new subjects. I should hope that his teachers and friends, and perhaps his employer, would say, "You "are leaving school and beginning work, and we wish you to continue those "subjects which you have begun, and to go on with your education."

15,675. (*Dr. Wormell.*) Is it within your knowledge that the Government, and also the proprietors of very large firms, have consented to take off two years of the ordinary apprenticeship in certain cases where the apprentices have received technical instruction, and a technical certificate in some places?—I was not aware that to any great extent the employers of labour had made any such proposals or concessions.

15,676. Without doubt that view is spreading, and I think that the Government set the example at Woolwich?—Every tendency of that kind seems to me to lessen the risk of transferring boys to a higher grade school.

15,677. (*Mr. Jebb.*) I think you expressed the opinion that two grades of schools are enough—that three are rather too much?—Yes.

15,678. Assuming that there are to be two grades of schools, where would you draw the line between them?—I should like to leave the exact point at which the line should be drawn to the county authority.

15,679. And in regard to the county authority, to what extent would you desire to see a representation of teachers upon it?—I should distinctly wish to see teachers represented upon it. I do not mean that the teachers

should necessarily have a preponderating influence; but that they should be fairly represented, so that they could have a real voice in the decisions of such a body. I should have thought a fourth would be sufficient.

15,680. You would have some representatives both of secondary and of elementary teachers?—Yes, I should, in order to facilitate matters of adjustment between the different grades and for the sake of the sense of justice also.

15,681. And possibly some representatives of the universities?—I think it would be very desirable that such bodies should have a nominee of the universities on them.

15,682. (*Dean of Manchester.*) In your précis you suggest that the central authority is to have a majority of persons of not less than 10 years' experience as teachers. I thought that Professor Jebb had anticipated my question; but I find he has not, because he has been speaking of the local authority. I want to know, therefore, whether these teachers also are to be representative of the elementary as well as the secondary teachers?—They would be nominees of the Crown, and I should suppose that the Crown would look round and try to find the best qualified persons for such work.

15,683. The majority of persons on this Educational Council, the central authority, would be persons of not less than 10 years' experience as teachers, whether elementary or secondary?—Or university teacher.

15,684. Precisely. So far as I understand, under this central educational authority would come the initiation of schemes for the working of schools?—Hardly the initiation. My idea is that the initiation of schemes would rest with the county authority.

15,685. With a reference, I suppose, to the central authority?—Yes, with a reference to the central authority.

15,686. Then the county authority would, so to speak, engulf the operations of the present Charity Commission?—To a considerable extent, yes.

15,687. Have you thought of the difficulty in committing to comparatively non-experts such a very delicate manipulation of matters as the initiation of schemes?—I should not be afraid of that, because the schemes would, as a matter of fact, run on models that are generally accepted, and would all have to be supervised by the central authority.

15,688. But you go so far as to think that such a county authority might be more likely to frame a useful scheme than even the Charity Commission?—I think they would start from the wants of the soil, so to speak; they would have that advantage always.

15,689. Are you aware that there have been schemes which have emanated from the Charity Commission which have received considerable modification, and to great advantage in some localities, by the local authority?—I have not, of course, had much dealing with the Charity Commission directly, but I have known instances in which there have been differences of opinion between them and the local authorities.

15,690. You can conceive that the local authorities might really have an inspiration of value?—Yes.

15,691. Following up Mr. Lyttelton's question, do not you think that the administrative county would be always likely to take into consideration what was being done in the county borough or city?—If you mean with regard to the working together with them, there would be no difficulty, I think, in the way of adjusting outstanding questions between the two.

15,692. I mean that they would not be likely, for example, to wish to establish schools in the neighbourhood of Bristol, Birmingham, or Manchester; they would not be desirous of spending the money entrusted to them in founding schools when they found that Bristol, Birmingham, and Manchester, were supplied?—I should have thought that there was no risk whatever of a waste of that kind.

15,693. In speaking of those parallel schools, and supposing, for argument's sake, that they were taken away from the government of school boards, following Mr. Cockburn's questions, do you think that they should or should not be free; should you leave that to the local authority, for example?—I am inclined to think that the higher grade school, in so far as it is a secondary school, should be treated as a rule exactly in the same way with regard to fees as the corresponding secondary school, say, of the second or third grade—say of the third grade, perhaps.

15,694. In common fairness, I suppose, with plenty of exhibitions and even bursaries for maintenance?—Yes; I should give exhibitions quite freely from the elementary schools, and have the same corresponding exhibitions from the preparatory secondary school.

15,695. You would contemplate also, I suppose, means of maintenance in some cases?—It would be absolutely necessary, I think, to give something in addition to the fees in many cases.

15,696. We have heard very much of the difficulty of correlating some secondary schools which are at present under school boards with other schools, as for example, grammar schools. Have you contemplated the desirability of putting both Primary and Secondary Education under the control of the Minister of Education of whom you have spoken?—I should have no objection to one common Minister, at all.

15,697. And to one common administrative body, so to speak, under the Minister?—I think that it would be necessary, in the first instance, to keep the commission which has been spoken of as the central authority, distinct from the permanent staff which has to deal with elementary education.

15,698. In point of fact you would have, as it were, two departments, a primary department and a secondary department, under the one Minister?—Yes; it would be better to have it under the one head.

15,699. And under the one council?—I have not contemplated giving the central authority any control over elementary education.

15,700. But do not you think that it might soften some of the, almost, asperities which have sprung up in the case, for example, of the school boards. The school boards will think once, twice, and thrice, before they part with what they were already administering, as Mr. Cockburn has said; and would it not perhaps facilitate this action if they were all under one administration. There might be separate departments, but those departments would confer together?—That is what I should have thought, that the departments would, of course, confer freely.

15,701. And would settle all those difficulties?—Yes, they would adjust the difficulties. Really, if the question could be faced dispassionately, I confess that I do not see, in the nature of the thing itself, any difficulty in readjusting the matter.

15,702. (*Mr. Yoxall.*) The Commission has received suggestions to the effect that the present functions of the school boards, and the existence of the school boards as such, should be suspended or abrogated in favour of the election of a new body in county boroughs, which should be a board of education, and should administer locally both Primary and Secondary Education within the county borough. What would be your view with regard to a proposal of that kind?—I think that my experience is hardly of such a kind that my view, as to that consolidation, would be of great value. I am all in favour, as a general principle, of putting these things into the hands of the municipalities as much as possible, so that if you can combine the two I should be glad to see them combined.

15,703. From a purely educational standpoint you would approve of that suggestion?—Yes, I should as a matter of principle.

15,704. (*Dean of Manchester.*) Do not you think that it would educate the members of the municipality quite as much as anybody else?—Yes, I think it would be a great advantage to the general life of a great city and draw it all together.

15,705. (*Sir Henry Roscoe.*) Passing on to the next item in your précis, that is, your opinion with regard to what should be done in small towns and country districts, would you kindly give the Commission your opinion on that point?—I suppose it is agreed that anything like a system of graded schools would be impossible.

15,706. Would you distinguish, perhaps, between the small towns on the one hand, and the completely rural districts on the other hand?—In small towns I should expect that it would be in most cases possible to maintain one good high school, as distinct from the elementary school.

15,707. When you speak of small towns, would you give us your lower limit as to population?—I am afraid that I have not defined it in my own mind.

15,708. Would you go below 10,000?—I should go down to 10,000 certainly, but it ought to be possible, with the help of endowments, to maintain a high school in towns of considerably less population than 10,000, I think. It might not be a large high school, but it would be large enough to constitute a good school.

15,709. And those high schools in your opinion, then, are to be under the direction of the county authority?—Yes; they should to all intents and purposes be the link between the elementary school and the higher training of the universities, or the professions, or whatever may be required.

15,710. And the county authority should have power to establish such schools where they do not exist?—Yes, and practically to fix the grade.

15,711. Have you thought at all of the cost of establishing schools of that kind where they do not now exist?—I am afraid I cannot say that I have.

15,712. You cannot give us any opinion as to how the funds are to be obtained for that purpose?—If there are no endowments available, then I should have expected that the necessary funds might be raised partly by rate and partly by grant from the Imperial Exchequer—possibly half and half, I should think it might be.

15,713. And the curriculum which you would carry out in those schools would be determined by the county authority in accordance with the requirements of the neighbourhood?—Yes.

15,714. With regard to those purely rural districts where there is a sparse population, what are your proposals?—I should feel very sorry if any district was left without some form of higher school.

15,715. Take your own county of Westmoreland, for instance, where the population is very sparse?—It is more sparse perhaps than anywhere else in England.

15,716. And where also railway communication, I may add, is very imperfect?—That is so. There, no doubt, there would be some districts, but not many, I think, where it might not be possible to maintain anything beyond an elementary school; but in most cases it would I think be possible, at very slight expense to the public, to establish a school of a mixed character.

15,717. Do you mean mixed as to the sexes—girls and boys?—No, I was not thinking of the sexes—I meant an elementary school with a higher grade top to it, and with, let us say, a well-educated university man as headmaster.

15,718. Is he to be the headmaster of the whole school?—Yes, I should make him the headmaster of the whole school. One hopes that the time is not far distant when a good many elementary schoolmasters will have had the advantage of a university training.

15,719. Under what government would you place such a school?—I should place any such mixed school under the county authority.

15,720. They would be also the authority in such instances for elementary education?—To that extent. I cannot conceive that there would be any great difficulty in adjusting such matters as inspection and grants.

15,721. (*Mr. Cockburn.*) The Education Department would insist upon inspecting by their own inspector, of course?—Yes.

15,722. And would pay their grants on the same conditions?—Yes; but you would have this higher top of the school and the children passing from one department to another.

15,723. That, again, would be earning grants from South Kensington?—I was supposing that, possibly, under some new system, the grant from South Kensington might be modified; but I have not gone into that question.

15,724. (*Sir Henry Roscoe.*) Would these schools be in any sense boarding schools, or would they be day schools?—It would be much more easy to establish such schools, and make them good schools, if the buildings were made good, and the headmaster provided with a good house in which he could take a few boarders.

15,725. You mean that for those children or pupils in what you call the upper portion of the school, the secondary portion, it would be very convenient if they could be boarded?—Partly boarded; but, of course, the primary object of such an upper department would be to supply the wants of the immediate neighbourhood, but any good schoolmaster so established would be sure to obtain some boarders; and I believe that you might have scattered over the more thinly populated parts of the country many really good schools, though small, of that type, and thus you would spread higher educational influences just as you would by means of the parish priest very often. Many a good schoolmaster would make quite as good an income as a parish clergyman, and be in as good a position, and would be bringing some of the best possible influences to bear upon all classes of children in that district.

15,726. You have not, perhaps, gone so far as to be able to give the Commission some idea as to what number of such schools in your county of Westmoreland, for example, would be needed, and what the cost of carrying out one of those, and, therefore, of all the schools, might be?—No, I have not; but if you were to take all the towns of any considerable size scattered about the county of Westmoreland, I think that it ought to be possible to establish such schools as those, so that there should be such a school within something like five or six miles of almost every child, excepting, here and there, in some of the mountainous districts. If I had the duty of arranging such a set of schools, I think I could do it in that way; and my belief is that if the alternative were put to any district: "You must either be content with an elementary school only, or assist us "in some way to establish a mixed school," some local assistance would be forthcoming.

15,727. (*Dean of Manchester.*) I suppose cycling would be rather a solvent in these days?—Yes, it is; it makes it easier for boys—possibly for girls. It makes a great difference, really.

PREPARATORY SCHOOLS.

15,728. (*Sir Henry Roscoe.*) Now, perhaps, we had better take you to the very important question of your views respecting preparatory secondary schools. You have paid special attention, I believe, to this particular question?—It seems to me that the question of preparatory schools is a very important part of the whole question of Secondary Education, because of the very great importance of the earliest years.

15,729. You think that up to this time the early education of boys, and I presume also of girls, has been left too much to chance?—Too much to private enterprise and to any kind of method.

15,730. What suggestions would you make for improving that state of things?—I should like to see in all large towns a good supply of preparatory day schools educating children from the earliest age up to 13, or thereabouts.

15,731. Would you be good enough to define exactly what you mean by preparatory day schools, preparatory to what, and with what object are they to be founded, and in what way do they differ from an ordinary school?—I simply use the term "preparatory" as it is ordinarily used, as educating children up to about the age of 13; children outside the elementary schools, that is to say.

15,732. The terms "preparatory school" and "preparatory secondary school" are frequently used for such schools as prepare young boys to go to the large public or national schools, such as Eton, Harrow, Rugby, and so forth; do you refer to schools of that kind?—I was thinking of it as a much larger question than that, as in fact the preparatory education of all children who are not going to elementary schools, whether in town or country.

15,733. In what way does the instruction of children below 13 differ from that of children above 13 in system or in method; why is it necessary, in other words, that we should have special preparatory secondary school and not carry on the secondary instruction from an early age below 13 up to and beyond that point?—The point of my suggestion is that in large towns I consider that it would be better, where it is possible, to have children up to the age of 13, or thereabouts, educated either in a separate school apart from the elder children or in a separate department; it is better for their general life that they should not be thrown into the great mass of children up to the age of 17 or 18.

15,734. (*Dean of Manchester.*) I think you have expressed yourself very strongly in public as to the advantage of children being at home and being under home influences?—Certainly, I hold that it is better that home influences should continue up to that age whenever it is possible, but at the same time that more attention should be given to the earlier years in any system of education than has hitherto been given. So far as my experience goes in Secondary Education, not very much attention has been given to the education of children before the age of 13, or to the best methods to be employed, or to the training of the teachers.

15,735–6. (*Sir Henry Roscoe.*) Would you also place such preparatory schools under the county authority?—I should wish to see the county authority giving close attention to the education of children from the earliest school age, and, if possible, establishing such schools as I have ventured to indicate in my précis, or such departments of schools. Then there comes, of course, the quite separate question of the preparatory boarding school. The preparatory boarding school I look upon, of course, as a necessity, but wherever possible I should prefer to see boys educated and kept under home influences until about 13 years of age.

15,737. Do you think that the county authority should consider the training of teachers for those preparatory schools?—Yes, I should hope that some special attention would be given to the training of teachers for the earlier stages of education which seem to me to be the most difficult in many ways.

15,738. Much in the same way as attention is paid now by the Kindergarten system, and otherwise, to that subject?—Yes, and by the Fröebel Institute, and so on.

15,739. What fee would you charge at those schools?—Considering that children attending at elementary schools are getting free education to a great extent I should like to see the fees of those preparatory schools, day schools, made as reasonable as possible. That is all I wanted to say.

15,740. Have you any other remark to make with regard to preparatory boarding schools?—With regard to preparatory boarding schools, there comes up for consideration the very important question, I think, of whether any of the public funds which at present, as a rule, are appropriated to the education of boys from 13 upwards, should be set apart for the education of boys of an earlier age; which amounts to the question

whether there should be anything like a system of public preparatory schools established. At present our secondary schools are to a great extent supplied by means of private preparatory schools. Now there are one or two considerations which make it doubtful whether we ought to rely entirely on private schools for the education of the boys who are to go to the great schools at 13, and one of those is the tendency of private schools to become very expensive. There are many persons who are so situated that they are bound to send their children to a boarding school at an early age, and who yet must feel it a very great burden to have to pay very high fees from 9 or 10 years of age until 18 or 19.

TREATMENT OF PRIVATE SCHOOLS.

15,741. With regard to private schools, you would, I presume, place them on the same footing with respect to inspection and examination as public schools?—Certainly. There I should agree with all the best private schoolmasters whom I know, in thinking that they should be placed on the same general footing as the great schools for which they are preparing.

15,742. From your experience, you do not think that that would meet with opposition from the better class of private schoolmasters?—No; on the other hand I think that the best private schoolmasters would be very glad to have some such system established. All those whom I know best would ask that they should be put on the same footing as the great schools for which they prepare.

15,743. And that both headmasters and assistant masters should be duly registered?—Yes.

15,744. Do you also think that there would be no objection to that on the part of private schoolmasters?—I do.

15,745. (*Dean of Manchester.*) You speak of the benefit of endowments which you said just now should be available for children under 13 as well as over; would you favour a general redistribution of endowments?—I have not had the advantage of discussing that suggestion with any of my colleagues in the profession.

15,746. It is a question that arises?—It is a very important question. I must confess, as a matter of justice that I do not see why the benefits of endowments should be confined to boys over 13, and why those who are charged with the business of superintending and managing Secondary Education should not look to some provision of public help being given for the younger boys as well as for the older, especially bearing in mind that if a boy has the misfortune to go to a bad private school, by the time that he reaches the age of 13 his educational prospects are almost ruined. Many private schools are, of course, excellent, but some are very bad; they are in the hands of people who are inefficient, and sometimes in the hands of people who have not even the proper moral qualification.

15,747. (*Sir Henry Roscoe.*) Reverting for a moment to the question of private schools, and recognising the fact that inspection, examination, and registration would be welcomed by the private schoolmasters, is it within your knowledge that they would make any serious demands on public funds in return for such examination, inspection, or registration; and, if so, how far could public funds be in any way allocated to private schools?—So far as I know, private schoolmasters would not ask for anything except recognition; I think that they would be quite satisfied to be placed on the same footing with regard to the necessity of being registered, and being inspected, and being examined, as the public schools, without asking for any return. In fact it is quite possible that they might look with a little suspicion or alarm on my suggestion that it might be desirable to establish some public preparatory schools.

15,748. But would you object yourself, for example, that scholarships should be held by private schools—county scholarships, for example?—It is rather difficult to award scholarships at a very early age.

15,749. I am not speaking merely of those very early pupils, but of private schools in general?—Yes, as distinct from preparatory schools;

and I should hope that private schools would receive full recognition and encouragement.

15,750. What do you mean by that?—I mean that if adequate security were taken that the headmaster of a private school should be a fit and proper person morally and intellectually and duly registered, and so on, and his assistants registered, I should like to see such a school recognised as a proper school to which boys might take scholarships as to any other —that they should have a free field.

15,751. Would that be the only means that you could suggest?—I do not see what else you can do for private schools beyond that recognition.

15,752. Are there any other points with regard to preparatory boarding schools to which you desire to call the attention of the Commission?—I do not know that anything more occurs to me.

LEAVING EXHIBITIONS.

15,753. Then as to the portion of your précis that we have not had time to go over, might I ask you whether you desire to point out with regard to fees, exhibitions, or scholarships any special views that you wish to bring before the Commission?—There are one or two points which I should like to bring before them. There is one point with regard to exhibitions which seems to me of considerable importance, and not to have been much dwelt upon, and that is the desirability of opening leaving exhibitions from one grade school to another, and so on, for competition amongst the schools of a town or district, and not attaching them to particular schools.

15,754. You would like to see a system adopted in a large city whereby a great elasticity would be given to the scholarship system?—Yes, that is so. Supposing that you have a district with eight or ten schools of the same grade, and that you have, we will say, 40 or 50 exhibitions to award amongst them, I would much rather that they all competed freely for those exhibitions, so that half might go to one school, if the pupils deserved it, rather than that each school should have so many attached to it.

15,755. Would you leave it to the local authority or to the parents of the children to decide?—I should prefer to leave it to the county authority, except that I am clear about the principle that it is better for education that you should have an open competition. I have had experience, as I mention in my précis, of one foundation, the Hastings Exhibitions to Queen's College, Oxford, which are competed for by a large number of schools in the North of England, some in Cumberland and Westmoreland, and some in Yorkshire and Lancashire; and the experience of the authorities at Queen's College is very strongly in favour of that system; they hold that it has enabled them to get a far better class of scholars than they could have got if the exhibitions had been attached to separate schools, and that it has tended to stimulate good education in the district, and enables people to find out which are the good schools.

15,756. You would like to see a system of that sort carried out on a larger scale by the county authority?—Yes, I should like to see it adopted to a considerable extent.

15,757. (*Mr. Llewellyn Smith.*) Do you think that that is actually preferable to open scholarships; would they get better scholars than if the exhibitions were entirely open?—I doubt whether it would be possible to work an entirely open system; and I think if you were to attempt to do that you would probably, to some extent, depress the education of the country districts too much. I have had experience of that too, to a certain extent, in connexion with a series of scholarships or exhibitions open to elementary schools in Cumberland and Westmoreland, for which I have been on the governing body for many years, and I have conducted the examination for many years. It was an entirely open system that we established; it was established as a memorial to Mr. George Moore, a well-known London merchant. We started it as an entirely open system for all children within the diocese of Carlisle, which diocese includes, besides Cumberland

and Westmoreland, the district of Barrow-in-Furness. We found, as a matter of fact, that after some years the children connected with the more advanced board schools in such a population as that of Barrow carried off nearly the whole of the exhibitions. Then that was so discouraging to the more remote parts—the country parts of the two counties—that we found it desirable to modify the system so as to encourage and protect the scattered country schools.

15,758. Were those exhibitions tenable at the university?—No, those were only from the elementary school to a higher school.

15,759. Do you think that the same principle would apply in the case of university exhibitions?—I think that the same objection, would to some extent, apply—I am afraid it might. At the same time I think that you would probably give the maximum of assistance to higher education in a district if you opened those exhibitions to competition amongst schools in the same district. It seems like reverting to a system that was destroyed a good many years ago, but I think that with a combination of open scholarships at the universities, you would probably get the best results for the country at large.

15,760. (*Dr. Fairbairn.*) As regards college scholarships, in that case you would advocate their being tied, not to special schools, but to special districts?—Yes. Of course, having obtained the exhibition, the student would have free choice as to where the exhibition would be taken—subject to the place being approved by the awarders.

15,761. In the case, for example, of the Hastings Exhibitions, they are tied to Queen's College?—Yes; they are tied at both ends. I think you might improve on that system by leaving the upper end free.

15,762. (*Mr. Yoxall.*) With regard to the method of selection of children who leave elementary schools to go to secondary schools by means of leaving exhibitions, are you, as a schoolmaster, in favour of unrestricted competition between schools in a district, or between scholars in a school; or would you prefer some modified form of competition, by which all candidates who have reached the minimum level of capacity or attainments required to pass the examination, should then be submitted to a further selection, to be conducted by the managers and teachers of the school, to decide which of those who had passed the qualifying examination should be the more proper to have the exhibition?—I had thought that in most cases the exhibitions from the elementary schools to the secondary schools would be given simply to the youngest children who attain a certain standard which would qualify them for the exhibition. If you had not sufficient exhibitions to give on that principle, then I should treat it as a qualification, and then subject those children to such an examination as you have indicated; and then again, I should take the youngest of those who were equal.

15,763. You are not in favour of simple unrestricted competition?—No, not in the case submitted.

15,764. (*Sir Henry Roscoe.*) Are there any other points to which you desire to draw the attention of the Commission?—There is one other point with regard to exhibitions that I might mention (I have mentioned it several times in my précis), and that is how to deal with the question of wealthy parents and poor parents. I should certainly desire to see in any system of exhibitions established a minimum value fixed, with power to augment in case of need, and that the exhibition or scholarship should not be augmented except on the application of the parents, to be followed, of course, by such investigation as the awarders thought necessary, and to be determined by their judgment of the necessity.

UNIVERSITY MATRICULATION EXAMINATIONS.

15,765. I think that the Commission would be glad to have your views on the question of the matriculation requirements at Oxford and Cambridge?—I cannot but feel that any reorganisation of Secondary Education would be incomplete, unless something were done to adapt the

entrance, or matriculation examinations, at Oxford or Cambridge, to the system of education set on foot; and it appears to me that something of this kind at any rate ought to be done—that the entrance or matriculation examination should be made to consist of some such scheme as the following: First, that candidates should be examined in any three of these languages, Latin, Greek, French, and German, or at any rate in Latin, with any two of the others (that is one group of subjects). Then, besides, that they should be examined in elementary mathematics as the second group; and, also, that they should be examined, as a third group, in certain branches of natural science to be determined by schedule; and further, that they should have to pass a certain examination in English.

15,766. Do you consider that it would be desirable that that examination should be made uniform for all the universities?—No; I think, in outline, it should be uniform, but I should wish to leave as much freedom to the different universities, within reasonable limits, as possible, so as to give any variety that might seem advisable.

15,767. Is it not very desirable that the multifarious character of the various examinations now existing should be somewhat simplified?—Yes, I think that that tendency should be kept in view. But the chief point in my mind is that a secondary school which retains pupils to the age of 17 or 18, whatever the type of school, whether it is classical or modern and linguistic, or modern and scientific, should be able to send its pupils direct to the university, without their having to begin any new line of study; as, for instance, to work up a modicum of Greek or something of that kind.

15,768. Do you wish to call this a leaving examination at school, or is this to be a university entrance examination?—I should like to see the two virtually the same; that is to say, that so far as it is carried out, it is a great simplification in any system of education, if the natural leaving examination at the top of a good secondary school also admits to the university, and it is an advantage.

15,769. Would you like to see a general system of that kind adopted?—Certainly.

15,770. With regard to the education of girls, have you any remarks to make?—There is nothing that I desire to say, except that I hope that they will not be overlooked. As a matter of fact, I think that they have been rather too much overlooked, even by the Endowed Schools Commissioners; and I hope it will not be so in the future.

15,771. (*Mrs. Sidgwick.*) Should you wish to substitute this matriculation or leaving examination for responsions and the previous examination?—That to some extent has been already done by means of the higher certificate examination. I think that everything that tends in the direction of making the natural leaving examination of a first grade school also the entrance examination or first examination that admits to the university is a step forward.

15,772. (*Mrs. Bryant.*) You ask for three languages for the entrance examination?—Yes.

15,773. Do you attach importance to three languages?—Yes; I think three languages would be reasonable, because in almost every school of this type you would, as a matter of fact, be teaching three languages.

15,774. But at present the universities only require two?—That is so.

15,775. And you require three even from the pupils taking the science side; that seems rather heavy, do not you think?—Would it be too much to require the elements of Latin, French, and German.

15,776. I only just raised the point, as you attached importance to the other languages?—I should prefer that they should present three.

15,777. Then with regard to girls, I suppose that in saying you hope that they will not be overlooked, you refer especially to endowments, and

generally to the application of a fair share of the funds to the education of girls?—Yes, certainly. With regard to requiring three languages, I think that so long as the universities only require two, they do not, as a matter of fact, test a considerable part of the education of the secondary schools, and their entrance examination ought to cover the main portions of the ordinary curriculum.

15,778. There is one other question which I should like to ask you. It is just going back a little, but I would like to know whether you intend that in your three types of schools the fees should be at the same level?—As nearly as possible I think they should be kept on the same level.

15,779. Will you state what level you think that should be?—That is rather difficult, because it would depend to some extent on what sort of adjustment is made to begin with, with the higher grade elementary school.

15,780. Then you do not contemplate a distinction between the first grade and second grade school in the sense that the first grade school is a more expensive or more costly kind of education?—I think that on the whole probably it would be easiest, under a system which is to include higher grade schools, and all branches of Secondary Education, to let the fees rise with the age of the pupils. I am not very sure but I think it might be easiest to adopt that plan, and to give exhibitions freely, so as to induce the poorer parents to continue the education of their children, if the children are capable of winning such exhibitions.

15,781. You do not think that it would be desirable that there should be in the more elementary stages several different types of education going on at the same time, and a different degree of costliness?—No; I rather wish to minimise those differences as to costliness.

15,782. Would you be satisfied, then, to educate all the children of the country at the lower cost; do you think they would be sufficiently well educated?—Up to a certain age I should keep the cost down as low as the system is found to be workable with.

15,783. (*Dr. Fairbairn.*) Where would you institute your public preparatory boarding schools, in the neighbourhood, or, as it were, under the shadow of the present public schools?—The preparatory boarding school I should, as a rule, prefer to see kept well apart from the senior school. In towns you would be bound, perhaps, to have them near one another, because they would be chiefly day schools; but in the case of a boarding school I think it would be better that the little boy should be at a boarding school quite distinct from the senior school that he is going to, so that when he goes to the senior school he goes to a new place.

15,784. But on the whole you feel strongly in favour of day preparatory schools?—Yes. And not only preparatory day schools, but I have a distinct feeling that the day school if possible if it can be properly organised really furnishes the best type of education. The other system furnishes a very good type, but it is not the natural type. I have indicated at the bottom of page 5 of my précis the kind of school that I think is the best of all kinds of school, and that is the school which has a large and strong day element in it, which is to all intents and purposes organised and managed as a boarding school, so that you get both home life and the education of the citizen which you get out of the school life.

15,785. You think that not only do the boys need home influences, but that the home needs the influences of the boys?—Yes. I think there is an advantage both ways.

REGISTRATION OF TEACHERS.

15,786. (*Mr. Yoxall.*) With regard to the registration of teachers, do you support the view of the Teachers' Guild and other bodies, that the register of qualified teachers should include teachers irrespective of the schools that they are teaching in, so as to include primary and secondary teachers as well?—Yes, I should have them all in one register, indicating quite clearly what kind of teaching it is.

15,787. (*Sir Henry Roscoe.*) Have you in any way altered your views with respect to the question of registration since you gave evidence before

the Select Committee of the House of Commons?—The chief point that I dwelt on then was, that it would be desirable in the first instance to make the conditions of registration easy, and have a sort of preliminary register. I see no reason for altering that view. I think that at the starting of a new system it is very desirable that you should diminish anything like fear, or jealousy, or antagonism—that you should take away all friction, as far as possible, and if you adopt the plan of a preliminary register I believe that in a very short time the system would grow, and that that would probably be the easiest method of making a new departure in fact.

15,788. (*Dr. Wormell.*) There are two questions which I should like to put to you—first, referring to your solution of the difficulty with regard to rural schools. At present in most villages there are school boards, those school boards consisting of five members; do you see any difficulty in the way of adding a secondary top, and providing for the representation of the county council by, say, increasing the number to seven members, by two added by the county council, so as to get a joint board?—I do not see that there would be any difficulty in making such an extension of the governing body; but I should like also to see the school put directly under the county authority.

15,789. That would necessitate the abolition of the present school board then?—It would really transform the school board into a governing body subject to the county authority.

15,790. You would preserve the school board, and treat it as the governing body of the school?—Yes, I think so, if you are to enlarge the sphere of the school.

15,791. The other question refers to the public preparatory school, the need for which has been felt in some large cities, particularly in London. You advocate the preservation of a high classical school where possible?—Yes.

15,792. And you know, I have no doubt, that in some places, particularly in London, the entrance examination has been pitched so high that for a boy to obtain admission—certainly to obtain a foundation scholarship—he must at an early age be put under a specialist for preparation?—Yes.

15,793. Do you also know that occasionally in connexion with the elementary school system, and certainly the modern secondary school, boys show themselves who are fitted best for a classical education?—I have known instances of such boys.

15,794. They are not numerous, but they do occur?—Yes, they do come up.

15,795. Such boys, at present, could not get a foundation scholarship at such a high classical school as I have named, and it has been suggested that the difficulty could be got over in two ways: either by compelling the classical school to alter its examination so as to make it possible for a specially qualified youngster from the lower schools to get in; or to have a public preparatory day school in large cities dealing with a small number, to which such boys may be transferred on their way, and by those means lifted to the level of those who have had the advantage of the classical school. Which plan do you prefer?—I should have thought that possibly the simplest arrangement would be for the county authority to determine what number of exhibitions or scholarships they could offer for boys to carry them on from the lower schools to the higher, and what proportion of those should be awarded to candidates who show promise in languages, such as would be likely to lead them to the classical school as their natural outlet; and then to award those by competition amongst the children from the lower schools, and to require the higher schools to admit them simply.

15,796. In connexion with certain modern endowed schools, and in connexion with certain trusts for exhibitions, there is a range left at the discretion of the trust—the lowest in value being available for cases, say, of boys of 12; and the difficulty comes in this way: that at present those exhibitions cannot be used in connexion with private preparatory schools.

The Charity Commissioners object at the present time. Do you think that the difficulty might be got over best by opening the private preparatory schools for receiving such boys, and, in spite of the fact that they are held, so to speak, for private profit allow scholars to hold scholarships there; or by establishing a day preparatory school of a public character?—If the private preparatory schools satisfied such requirements, I should let them receive such pupils; but I am not sure that it is enough to depend on private schools. I believe it is desirable that the question should at any rate be seriously considered, whether some system of public schools up to the age of 13 should not be established. Any such system would, I think, tend for certain to make the education cheaper in private schools, and I do not think it would destroy or interfere with the efficient private schools.

15,797. (*Mr. Llewellyn Smith.*) Do you contemplate that such a public preparatory school should be self-supporting by its fees, or that it should actually receive public money from the county authority?—I think that it cannot be made more self-supporting than the other schools of the same type.

15,798. Do you not think that this difficulty might occur: that such a school would be educating children precisely of the same rank and age as the public elementary school, and there might possibly be thought to be a danger that the distinction between the two would appear to the county authority to be purely a class distinction?—I have assumed that it would be educating children of the same age, but not educating them free; I mean that the people would have to pay something more than for the elementary school.

15,799. So that the public contribution might not be more than was given to the elementary school?—No, I do not think that more ought to be given. It might be considered that the parents of the class using that school had a sort of claim on as much being given.

15,800. With regard to what you said about scholarships tenable at the great public schools, you suggest that it would be a good plan to have a certain minimum value with power to augment; would you tell us whether there is any considerable movement in that direction amongst public schools?—I think that the opinion of the public schools is strongly in favour of some system of that kind. That is my impression; I may be wrong—some system, at any rate, which would prevent the wealthy from simply taking scholarships as a matter of course.

15,801. That being so, what are the difficulties which impede its adoption now?—I do not see that there is any difficulty in the way, if the question was seriously raised.

15,802. I mean by the authorities of each public school; could they not now make such regulations?—I am not sure.

15,803. Perhaps I might make the point clear if I expand the question a little. Do you think it possible that some public schools which would like to introduce such a system hesitate because there is no guarantee that other public schools would do the same?—That is the only difficulty that I see, that many schools would be quite willing to reduce their scholarships to what we may call a minimum to be augmented according to circumstances, if other schools would do the same. For instance, at Rugby I am not in a position to do that while Eton and Winchester do not. It would simply result in this: that parents would not send their sons to compete at Rugby so long as Eton and Winchester refused to adopt the same system; so that it would have to be made a general rule.

15,804. You think, therefore, that some outside pressure may be necessary by some external authority?—I do not see how it can be got into a system without some pressure from above. The system itself is very workable; I worked it at Clifton for many years.

15,805. (*Mr. Lyttelton.*) You expressed the opinion, I think, that the private boarding schools tend to become too expensive; do you think that

that tendency has advanced to a serious point yet?—What I meant rather was, that if a school is successful, the chances are that the expenses will rise; and then, in some cases, no doubt, the school is known to be a good one, but expensive, and parents are tempted, I think, to spend too much money on preparatory schools at times.

15,806. Is it not the fact that there are very many very efficient preparatory boarding schools, the charges of which vary from 60*l.* say, to something near 200*l.*?—I have had no experience of good private preparatory schools where the cost was anything under 100*l.*

15,807. But would you say that 100*l.* is too high a charge?—I think that it would be quite possible to establish some good preparatory schools of a public character, especially if it were thought right to spend any public funds on boys of that age, giving a cheaper education than that.

15,808. But it would not be possible, would it, that the education given should be as good as it now is, without public funds, in those boarding schools?—I do not think that a great deal is spent on the education in many private boarding schools; I think the masters are not paid high salaries. The headmaster, of course, risks capital, and he stakes his whole life upon it, but he probably secures the greater part of the profit always.

15,809. But, as you know, competition between these schools is exceedingly keen, and if one man could make a profit at a lower charge than another, he would do it if he could, would he not?—I have no doubt that he would do it if he could not get boys without it.

RELIGIOUS INSTRUCTION IN BOARDING SCHOOLS.

15,810. (*Chairman.*) Are there any observations which your long experience as a headmaster enables you to offer, and which you think it is desirable to offer, upon the subject of giving religious instruction in boarding schools?—So far as my experience goes, it has brought me to the conclusion that the system in vogue in most of our endowed schools, which is to give simple Biblical instruction as class instruction, with such general instruction as the headmaster may add, is the best working system that we could have. Of course I am well aware that there is a tendency at present to demand more of what may be called denominational instruction, but I am bound to say that I think it would be a misfortune if the system now generally in vogue under the Endowed Schools Commissions schemes were interfered with. I think it has worked extremely well, and I should like to see the same system continued.

15,811. You have found it possible then to give, without offence to the denominational feelings of parents, and with the respect due to their conscientious convictions, religious instruction which was of a Christian biblical character, and yet did not raise points of denominational difference?—Certainly; I never had a difficulty. And I consider that it would be a great misfortune if any system were adopted which should alarm the members of different denominations so as to separate them off into different schools. As a Churchman I am very thankful that I have had to work under a system which has enabled me to have in my class from year to year, and from generation to generation, a great many Nonconformists. It has never hampered me in the least in giving religious instruction, and I do not think I should have been able, under any other system, to give better Christian instruction. I put it in that way as my own experience, but I believe it is the general experience of public schoolmasters.

15,812. And the religious instruction which you have given has not accentuated any points upon which you thought the feelings of the parents would lead them to object to the kind of instruction which was given?—I have never found that they have objected. And with regard to more definite church instruction, of course we have every opportunity in connexion with confirmation, when we have our separate classes at which we instruct all those whose parents wish them to be so instructed; and again in connexion with the Holy Communion, and so on.

15,813. (*Dr. Fairbairn.*) If religious instruction were to become more denominational, would it be possible to maintain the same kind of unity of religious feeling and intercourse as hitherto?—What I fear is that it

might tend to separate the Christians of different denominations; it might tend to make many persons hesitate to send their sons to us, because they are not members, for instance, of the Established Church. And I think it would be a great misfortune if the young men who are now growing up together were to grow up under different sets of circumstances.

15,814. May I ask what your opinion is relative to clerical headmasterships?—There, again, I really think that it would be difficult to improve upon the recommendations of the Schools Inquiry Commissioners. I am entirely in favour of giving as much freedom as possible in those respects.

15,815. This evidence you give us, of course, applies not merely to the so-called public schools, but to endowed schools generally?—Yes. I do not see how you can introduce restrictions without doing a great deal more harm than good, or how the public would be satisfied with the introduction of restrictions

15,816. (*Mr. Lyttelton.*) In general you would say, would you not, that a great deal depends in this question upon the schoolmasters being trusted as far as possible?—Yes, I think so. Give them as much freedom as you can, throwing on them, at the same time, the full responsibility for a liberal, considerable, and conciliatory use of such freedom.

15,817. And a good deal of general control, I suppose, you would allow to governing bodies, as has hitherto been exercised?—Yes, within certain well-defined limits.

15,818. (*Dr. Wormell.*) You have not desired to say more to your pupils on religious matters than you felt that the scheme under which you have worked has allowed you to say?—No. Just so.

15,819. And you have not been at all hampered?—No. Any man knowing that he has before him a mixed class, and knowing that the parents have entrusted the members of the class to him, would, of course, be careful not to say anything to give offence, or to make what might be considered an unfair use of his position; but I have never felt restricted in expressing my own view on this or that.

15,820. (*Chairman.*) I presume that you do not mean by that answer to imply that you felt any difficulty practically arising from the system you have followed?—No.

15,821. You have, in fact, in the religious instruction that you have given upon what may be called the essentials of christianity, and on a biblical basis, felt that you were giving it with perfect freedom, and were not being pulled up by having to consider the denominational connexions of the pupils?—Perfectly. I have never felt hampered at all, and I should be sorry to see (as I have said in public more than once) any system adopted which would tend to interfere with the tendency to what I have called Christian harmony, which has grown so appreciably within the last 25 years between the members of different denominations, I feel that nothing tends more to the best type of Christian life than that the boys should grow up to manhood living together, and as far as possible, under common biblical teaching, supplemented as much as may be at home, or in churches, but feeling that they are members of a common Christian body; and I do not see how any public system of education can be really based, with a hope of future harmony, on any other principle.

15,822. Do I correctly understand you to mean by that last remark, that you think it would be unfortunate if it were found necessary to introduce into the arrangements of the great public schools, or other endowed schools, any distinction which would make the boys belonging to particular denominations feel themselves, to some extent, separated from one another, and would accentuate in their life at school the differences between the denominations to which their parents respectively belonged?—Yes, I should very much regret anything of the kind, because I think that it would tend to prevent many boys from going to the great schools, who at present go to those schools with benefit to themselves, and with great benefit to the schools, and also to the general public life of the community.

15,823. It would not only prevent them from going, but I understood you to say that in the school itself it would be an unfortunate thing to have the existence of denominational differences becoming so patent and prominent a fact to the boys themselves?—Yes, I think it would be a grave mistake to encourage any system which would set boys in denominational antagonism to each other, or exaggerate denominational differences, thus introducing into their early life a spirit of division or discord instead of religious harmony.

15,824. (*Mr. Yoxall.*) And you would object, I suppose, to the application of any denominational test at the time of the appointment of the teachers in public secondary schools?—There I think I cannot go beyond this; that you must leave it to the discretion of the headmaster, how far he will attach weight to the denomination of any applicant for a post. If a school is in the main a school frequented by members of the Established Church, for instance, I should expect that any master would, as a rule, probably prefer to appoint his assistants from those applicants who were members of the same church.

15,825. But you would not be in favour of the prescription of any definite course of religious instruction in schools, which would be a hindrance to the application by any teacher for employment at the school?—If I had been subject to any rigid denominational rule, I should have been robbed of the services of some of my best masters.

15,826. (*Dr. Fairbairn.*) The freedom that you would leave to the headmasters would you also leave to the governing bodies?—Yes; if we can keep this question off platforms, I am not afraid. I should leave it a good deal to the discretion of headmasters and governing bodies to appoint to any post the candidate who, in their judgment, was best fitted for it; bearing in mind, of course, the general provisions laid down for their guidance and the circumstances of the school.

The witness withdrew.

Adjourned.

FORTIETH DAY.

At Westminster Hall, Thursday, November 15th, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

Sir HENRY E. ROSCOE, D.C.L., M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. H. LLEWELLYN SMITH, M.A.
The Lady FREDERICK CAVENDISH.

The Hon. WILLIAM N. BRUCE, *Secretary.*

Sir ALBERT KAYE ROLLIT, LL.D., M.P., and The Reverend JOHN ELLIOTSON SYMES, M.A., called in and examined.

15,827. (*Chairman to Sir Albert Rollit.*) You are president, I think, of the Municipal Corporations' Association of England?—I am. I have also had personal municipal experience in Hull as mayor, and sheriff, and otherwise.

15,828. And you attend here as president on behalf of that association?—I do.

15,829. (*To Principal Symes.*) You are Principal of University College, Nottingham?—Yes.

15,830. And you have been so, I think, for some years?—I have been Principal for five years, but for seven years before that I was a professor there.

15,831. (*To Sir Albert Rollit.*) We understand that you are prepared to favour the Commission with the views of your association as to the constitution of district authorities to control Secondary Education?—With this limitation, that there has been no time, owing to the elections, to obtain a council meeting of the association, or even meetings of the separate councils of the boroughs; but I have had communications with the town clerks, and I think that what I say may be taken to be representative of much of the municipal opinion of the country.

15,832. But perhaps when you are expressing what is your own individual opinion, and where you feel not quite certain as to the opinion of your association, you will kindly distinguish the same in your evidence?—I will. I may say that we have made communications to some 50 boroughs, and have had more or less explicit replies from 25, which will enable me, so far as the opinion of the town clerks is concerned, expressing what they believe to be the feeling in their boroughs, to state what may be regarded as the municipal feeling.

15,833. Are all municipal boroughs included, or is there any line drawn between the larger and smaller ones?—There is a legislative line drawn, of course, at 50,000 inhabitants.

15,834. You mean the county boroughs?—Yes, the county boroughs; but both county boroughs and non-county boroughs are members of our association, and the opinions of each have been obtained.

15,835. And do you consider that you are in a position to express what you believe to be the views of the county boroughs, and of the smaller boroughs alike?—Certainly; I may reply yes to that question. The non-county boroughs, I should add, will be represented especially by the town clerk of one of them who will speak on their behalf in more detail than I can. My personal knowledge is confined chiefly to county boroughs.

AREA OF LOCAL AUTHORITY.

15,836. Will you give the Commission your view as to what should be the area of what is commonly called the district authority for Secondary Education; that is to say, an authority covering a larger area than would be covered by the governing body of a particular school?—There seems to be a general opinion that the area should be that of the councils of boroughs, and of county councils in the case of counties. Two boroughs have suggested, and I should personally approve of it, a grouping of counties or boroughs with a view to the establishment of some provincial authority for certain purposes.

15,837. What sort of a grouping do you contemplate in order to form a provincial area?—I should contemplate the grouping of county boroughs, and possibly of non-county boroughs, and the formation of some central authority in a district supplied, if possible, with some university college as the centre; the functions of such provincial authority not being those of control so much as of co-ordination and helpfulness—both pecuniary and personal helpfulness.

15,838. Would you illustrate the sort of group that you are contemplating, in order to give us an idea of the size?—I would take, for instance, the case of the large towns surrounding the Yorkshire College, Leeds, Huddersfield, Bradford, Halifax, and the like, and probably extending as far in that case (because there is no nearer county college as Hull; and I would take the West Riding of Yorkshire, and possibly, or probably, part of the East Riding, the Yorkshire College being the centre, as indicating some such group for the purpose that I have mentioned.

15,839. Then you would throw all these, both the rural, or I should say, the non-municipal area and also the municipalities into one area, and subject them to one provincial authority?—I think I would in the case of provincial grouping; and I think that is done under the Welsh Act.

POWERS AND FUNCTIONS OF LOCAL AUTHORITY IN COUNTY BOROUGHS.

15,840. Do you think that much objection to such a scheme might be expected from some county boroughs?—No; if their autonomy was very strictly preserved in relation to their own local education, I do not think that feeling would exist for the purpose of provincial action, such as I have indicated, with a central university college.

15,841. Then for the purposes of what you describe as their local autonomy, what powers would you confer upon the county borough authority within its own area?—Practically full powers with reference to all local education within its own area.

15,842. You mean secondary as well as technical education?—I include both; and my own personal opinion is that elementary education should be included as well.

15,843. May I take it that your view is that you would transfer to the local authority, that is to say, to the city or town council, the control as well of elementary as of secondary and technical education?—I would.

15,844. And you would transfer to them the rating power which is now enjoyed by the school board?—Yes.

15,845. And I presume that you would suppress or merge the school boards in the town councils?—I should supersede the school boards by the municipal authorities, partly for the sake of the municipal government itself, and I think without any disadvantage, but on the contrary, with advantage, to education ultimately.

15,846. Would this authority, in your view, exercise its powers just as the town council does now, or would you constitute a special committee or department of the town council for educational purposes?—I think that I should be disposed to constitute a special committee somewhat on the lines of the existing watch committees of the town councils, which have some independence of the general action of the council.

15,847. Would you alter in any way the existing method of electing the town councils, because you are aware that the school boards at present are elected by cumulative voting?—I should prefer the municipal system of voting.

15,848. You, perhaps, are not in favour of the cumulative system of voting?—No; though that is hardly a question that I have at the moment specially considered; but I am strongly in favour of the municipal system, adding both a wider sphere of action and much larger powers than it has at present, upon both general and particular grounds, and also in reference to education.

15,849. I put the question to you only because, from your parliamentary experience, you are, of course, well aware that the results of cumulative voting are not always the same as the results of voting by the system under which town councils are elected, and there might be persons who might consider that the composition of an authority created on the town council system, would, therefore, differ considerably, and in their view not differ for the better, from the system on which school boards are elected?—I think that any additional system of voting in connexion with municipal action for any purpose, would be distinctly disadvantageous. I have no special affection for the cumulative vote in relation to school boards. That is a purely incidental opinion. (*Principal Symes.*) I think that Sir Albert Rollit would agree with me, that the multiplicity of elections is a very great evil in boroughs, and that, probably, even if the cumulative system were settled to be the best we should still say, merge the two, and have only one election. It is a matter of individual opinion as to which of the two systems is the best, but our strong opinion is in favour of having one local body, however elected, to deal with education through a committee of that body.

15,850. By education you mean education in all its branches, as well elementary as secondary? — Yes. (*Sir Albert Rollit.*) I may say that Principal Symes and I originally began to work together in educational matters in Hull some 15 or 20 years ago, and I believe that our views are very much in accord.

15,851. Your view is, if I understand you aright, that it is somewhat of a waste to have in the same municipal area two authorities elected on different systems, and independent of each other, the one for general business, and the other for education, and that it would be better to consolidate them?—Yes.

15,852. Do you think that much objection would be taken to such a proposal. I may say that it is one of the most sweeping proposals that has been laid before us?—It would be supported by the municipalities on the whole, I think.

15,853. By the municipal authorities, that would mean?—Yes; the the returns lead me to that conclusion.

15,854. Do you think that it would be supported by the population of the towns?—Yes, I think so; but I am afraid that party feeling so often distorts opinion that it is difficult to foretell anything on that subject.

TREATMENT OF NON-COUNTY BOROUGHS.

15,855. Your view for the future, therefore, may be summed up in this way: the school board to be extinguished and its functions transferred to the municipal authority in boroughs, each county borough at any rate remaining an independent authority for some purposes over education, and all the boroughs being grouped, along with the county in which they stand, into a provincial area governed by a provincial authority?—That expresses very well my view. I would only add that I think that the autonomy of the non-county boroughs should also be preserved in reference to their own local education, chiefly because I regard local feeling and action as of very great importance, and many boroughs have special requirements; and also because I know that the existing system of merging the non-county boroughs in the counties under the Technical Instruction Act has produced much friction, and has placed restrictions upon non-county boroughs, which have been very much resented. In fact I presented a Bill to the House of Commons to remedy that.

15,856. That is a point that I was coming to, and, in connexion with that point, I desire to ask you, at what line of population you would fix the limit of educational autonomy for the non-county boroughs; that is to say, would you extend this autonomy in educational matters which you value, down to quite small municipal boroughs, such, for instance, as those with a population of 10,000, or would you limit it to large ones?—I should certainly reduce the figure, and I think I should be disposed to make it universal in the cases of boroughs on the whole.

15,857. That is to say, every municipal borough however small?—Every municipal borough however small.

15,858. Would you apprehend under those circumstances that there might be a certain amount of waste due to the expenditure by those very small boroughs of the money under the Act of 1890, irrespective of the county in which they stand and its expenditure of money for similar purposes?—There might be some, but I think that that would be counteracted on the other hand by fulfilling the special requirements of the boroughs, and by the acknowledgment of the fact that, very often, borough and county life and traditions and requirements are greatly separated, and that they must be viewed distinctively.

15,859. But taking the case of technical education, for instance, do you conceive that in such a matter as technical education, it would be possible for a small borough to organise itself to advantage, for the purposes of technical instruction, irrespective of the county in which it stands?—I think that, aided by the grouping of boroughs for those purposes, those difficulties might be overcome.

15,860. By grouping, do you mean by the constitution of a provincial authority?—Yes; and also by the grouping of smaller boroughs for local educational purposes.

15,861. The borough authority, as I understand, both in the larger and smaller boroughs, would be the existing town council?—Yes, the existing town council; and I would add that I contemplate, at no distant time, great municipal extensions as to powers and duties, and, with those, a very great improvement in the undoubtedly low standard of municipal life in some of the smaller boroughs.

15,862. What do you mean by great extensions; the entrusting of a number of different functions to municipal authorities?—That is what I mean.

15,863. Do you think that the growing tendency to elect municipal bodies upon the lines of party politics has any bearing upon this question?—It has some advantages. I personally disapprove of it, but it has some advantages. In creating perhaps more energy of action, and more organised action, it may be beneficial. Otherwise, I have always disapproved, and still disapprove, of the introduction of party politics into municipal life. I am afraid that it may be inevitable, but I see it with regret.

15,864. Do you think that that fact has any bearing, whether favourable or unfavourable, on the proposal that you make, to give the complete control of education to the municipal authorities?—Yes, I think it has an advantage in familiarising men with general politics to a greater degree than hitherto they may have been.

15,865. You do not think that it may act prejudicially upon the educational problems that the borough authority would have to deal with?—I do not, but I do not approve of it.

CONSTITUTION OF LOCAL AUTHORITY IN BOROUGHS.

15,866. Do you conceive that there is any other element which ought to be represented upon the town council, when it obtains the control of education in the manner that you have sketched out?—Yes, I think it would be advantageous to have power to add representatives of, certainly, local university colleges. I doubt whether *ex officio* representatives of distant universities are really advantageous. I think that the teachers might be well represented, and I know that in many cases educational experts have been added by town councils to those committees, with great advantage.

15,867. When you say that they might be added, do you mean that you would make them members of the body with the same power of voting as the members of the town council or its committee have; or do you mean that they could come in as assessors?—If I added them at all, I should give them full powers with the rest of the members.

15,868. In what sense would you give them full powers with the rest of the members. You do not mean that you would make them members of the town council for all purposes, do you?—No.

15,869. Then how would you work it out?—I mean, that I would give them full power of acting and voting upon any committee to which they might be added.

15,870. You mean that if a committee were created for educational purposes out of the town council, you would allow those persons to be added to that committee to become full members for all purposes?—For all educational purposes.

15,871. For all the purposes of the committee?—Yes.

15,872. Would you do that by the vote of the town council or by the vote of the committee itself?—I am not quite sure that there might not be advantages in each case, and that both powers might be given.

15,873. (*To Principal Symes.*) Have you any observations to offer on this point?—Yes. I have a very strong feeling indeed that the absolute discretion ought to lie with the municipal authority, no universities *ex officio*, or university college, or experts, or any persons not representing

those who provide the money, should have a right to sit on those educational committees. I quite agree with Sir Albert Rollit that the municipalities ought to have the power, if they think proper, to put on to those committees such outsiders as they think would help them; but I should altogether object to those outsiders being able to out-vote the representatives of the people who find the money. I think that for the successful working of the scheme, it is essential that the representatives of the ratepayers should have absolute control.

15,874. Then in what proportion do you conceive that those whom you call the outsiders might be added?—I should leave that very much to the discretion of the town council, because they would not really be outsiders if they were put on at the wish of the town council. For instance, at our college, which is under the municipality, the municipality calls in outsiders, but can dismiss them if it thinks proper.

15,875. Can it dismiss them without notice, do you mean?—They are appointed year by year for a single year, and any year the municipality, if it chose, could limit the committee to town councillors and aldermen; they are never likely to do that. But if they were forced to have experts in education, or experts of any sort, I consider that it would be most damaging to the popular interest and enthusiasm for educational work.

15,876. Might not that scheme work out in this way? Assuming a question to come before the town council, or its committee, which excites a good deal of strong feeling, and on which parties in the town council and its committee are divided; and assuming that the majority for the time being appoints a considerable number of experts whom it knows to be in accord with the views of the majority, and thereby obtains an overwhelming majority upon the body that has to decide this question; assume then that when a change in the wheel of fortune comes, those experts, because they are known to entertain an opinion adverse to that of the majority which comes in, are suddenly dismissed, do you think that any difficulties would attend your plan?—No, I think it would be the lesser evil. I think that a town must learn by experience to value the opinion of experts, and their co-operation and assistance; but if the majority of the ratepayers take a foolish view it is better to let them work out their foolish ideas, and learn by experience, rather than to have the representatives of the ratepayers out-voted by experts.

15,877. Then you would leave an unlimited authority to the town council to put on or strike off from time to time as many experts as they please?—Yes.

15,878. So that at one time there might be ten or twelve experts associated with the town council, and at another time there might be none at all?—Yes. (*Sir Albert Rollit.*) I should like to say, having regard to the slight difference of opinion between us, Principle Symes and myself, that the basis of my opinion is that the right to speak ought always to be accompanied by the responsibility of voting. I never, on general grounds, would allow the right to speak without voting, or the right to vote without the right to speak.

15,879. Do you agree with the view of Principal Symes, that it should be in the power of the town council to put on or strike off as many experts as it pleases from time to time?—Yes, I do. When you say from time to time, I do not mean that after a vote which displeased the town council there should be a sort of Pride's Purge in the business, but that periodically they should have the right to revise the number of experts and the like, according to experience.

15,880. There should be no statutory limit fixed—that is your view?—Yes.

15,881. What power, as respects Secondary Education would you give to the town council when you had created it the general educational authority for its area; would you give it power, for instance, to establish new secondary schools?—Certainly.

15,882. Would you put any limitations upon it, as regards the establishment of new secondary schools, or would you leave that entirely to its own discretion?—I think that the local authority would be best able to judge as to local needs, and I would place no limit upon it in regard to that, although I probably should in regard to the rate.

CONTROL OF ENDOWMENTS BY LOCAL AUTHORITY.

15,883. What control would you give it over endowments in its area?—Practically, I should give it full control. My experience is that local opinion is far better on the question of endowments, either as to their transfer or their use, than any central opinion. I have special knowledge on that subject in the case of Hull, where I took at one time a somewhat leading part with the Charity Commission for the purpose of diverting some charitable endowments to educational purposes; and subsequent experience has taught me that that transfer would have been most undesirable in the particular case, and that the local opinion which set against it, and which beat us ultimately, was right, and that our opinion and the opinion of the central authority, was, at any rate, in that particular case wrong—the local objects of the charity being, first charitable, and secondly apprenticing.

15,884. Then may I take it that your view is, that the local authority ought to have full power as to the transfer of endowments from one purpose, or place, to another within its area, with the power of revisal of the conditions under which the endowments are enjoyed, and that on the other hand the central authority ought to have no power of interfering with local endowments?—I would not say that the central authority should have no power of interfering. I think that there might be a supervising authority which should place some check upon indiscreet action, but that it should be of a very limited character; and it should not consist in ineffectually discussing a local grievance after 12 o'clock at night in the House of Commons.

15,885. Should it be less than that which is now exercised by the Charity Commission?—With regard to the Charity Commission their action in educational matters has, in my opinion, been very unsuccessful in relation to local endowments.

15,886. I do not desire to invite your opinion on the general character of the action of the Charity Commission, but simply as regards the amount of power you think the local authority ought to receive. Do you conceive that the power which the Charity Commission now enjoys in that respect should be reduced?—Certainly; subject to some general Act regulating local action, I think that local action should be unrestrained entirely by any central authority; the municipalities are the best judges of their own needs, and their means, and the like.

15,887. You would not allow founders' wills to stand in the way?—I should have regard, not like Lord Eldon altogether, to the *cy près* doctrine, —but I should have regard to the opinions of the founder. But if his views could not be carried out with any advantage, I should then let the local authority deal with that matter, subject to such general enactment as I have indicated.

15,888. And you think that that is the best body to determine the matter, because it is most amenable to the public opinion of the place?—It is not only, in my opinion, the best from its knowledge, but it is the only way in which you can ever, in my opinion, secure a wise diversion of endowments. The jealousy of central action is so great that even where it might be wise to divert an endowment, in my opinion, the only general way in which you would succeed is by local action.

15,889. Would you extend that principle even to the case of small local authorities to which you called attention?—Yes, I am disposed to do so.

15,890. In the case of a local authority of 10,000 inhabitants, you would allow the management of local educational endowments to rest entirely with the local authority?—There might be exceptional cases in which you would hesitate, and where you are to draw the line is very difficult; but I

think I should speak generally, and say that I should trust the municipality. (*Principal Symes.*) My idea would be to leave the initiation for diversion altogether with the local authority, but with an appeal to the Education Department as extended to deal with Secondary Education as well as technical education. I should allow a veto to the central authority, but throw the initiation on the local authority, and the invidiousness of upsetting it on the Education Department.

15,891. Where would the Charity Commission come in?—I should abolish their powers.

15,892. That is to say, you would transfer some, and, if so, what part of their functions to any other body?—To the Education Department.

15,893. Or would you simply blot them out of nature altogether?—I should transfer them to the Education Department.

15,894. Their existing powers?—No, their power of initiating a diversion of endowments I should transfer to the local body, but I should give a power of veto to the Education Department.

15,895. Still you agree with Sir Albert Rollit in holding that their present powers, to whomsoever transferred, ought to be cut down?—Yes.

15,896. Speaking generally, do you think it would be desirable to have any power of diverting endowments?—Yes, I think it is most important to give the local municipal authority that power.

15,897. Do you think that the local municipal authority would be likely to use it freely?—No, I think not. I think there is a strong feeling against the diversion of endowments unless they are decidedly useless, or prejudicial in their localities.

15,898. Do not you think that sometimes there is a strong local feeling against the diversion of endowments, even when they are useless or prejudicial?—Yes, I think we should have to risk a certain number of endowments not being diverted when it would be desirable to divert them. I think that the mistakes of the local authority would, on the whole, be in being too conservative rather than too revolutionary in its changes.

15,899. When you speak of diversion, do you include in that term both the diversion of an endowment, which is now not applied to educational purposes, to educational purposes, and also the transfer of an endowment from one educational purpose to another; do you include both those classes of cases?—I have not thought out the question. I am thinking simply of educational endowments at the present time.

15,900. Those which are educational at this moment?—Yes. I do not know enough about the purely charitable ones to express an opinion.

15,901. (*To Sir Albert Rollit.*) Have you any opinion to express on that point?—I think that there is a growing feeling in localities to utilise to the best advantage endowments, and, where they are useless for other purposes, or effete, to transfer them to the purposes of education. I am bound to add that I think that in many cases (in the case of the Hull Grammar School and elsewhere) great obstacles, in delay and otherwise, have been introduced by central authorities to that purpose.

15,902. You do not think that resistance to change has generally arisen from local feeling?—No, at the moment I should think rather otherwise in the case I am referring to of Hull.

15,903. That case is not specially before us; I am asking you generally, whether, where improvements have not been carried out, you do not think that this has frequently been due to local opposition?—Frequently, no doubt; but I am not sure that that state of mind would not be materially altered if they had the power and the responsibility, and were not in chronic antagonism with the present central authority.

15,904. You would not expect that the dry light, so to speak, upon general questions of educational policy and experience, which may be

gained by observing the working of educational endowments elsewhere, would enable the central authority to act beneficially?—I should rely rather upon the enlightenment of local opinion.

15,905. Is it not rather a difficult thing to enlighten local opinion?—It has been, but I think we are living in somewhat better days.

15,906. You would transfer the rating power now enjoyed by the school board to the municipal authority for educational purposes?—Yes.

15,907. Would you impose any limit upon that power?—I think some limit might be imposed, but the particular limit is a matter of difficulty.

15,908. Would you have a distinct rate for secondary and technical education, as opposed to elementary education, or would you levy one rate for all kinds of education?—I am disposed to take the latter course, assuming that the powers were aggregated in the local authority.

15,909. It has been represented to us in evidence by some persons that there is a feeling on the part of the teaching profession that there should be some recognition of their expert knowledge by the association of persons representing them, with local authorities in educational work; do you assent to that view, or have you any opinion to express with regard to it?—I should say, as I think I have said, that the opinion of the teachers should be represented on the local authority by the action of the municipality.

15,910. That is to say, by their taking in such teachers as they thought fit?—Either by co-optation or by addition.

15,911. But that you would leave to the discretion of the local authority?—I should. I should think that they would see the great importance of that, without doubt.

15,912. (*To Principal Symes.*) Is that your view also?—Yes, except that I doubt whether they would see the importance of it in all cases.

CENTRAL AUTHORITY.

15,913. (*To Sir Albert Rollit.*) Have you any observations to make as to whether or no any changes in the central educational authority in this country are needed, and whether anything like a central department dealing with Secondary Education should be created?—Dealing with education generally, undoubtedly; in other words, I think that this matter should be in the hands of a responsible Minister of Education, both elementary and secondary and university education.

15,914. Do you mean that you would entrust the Minister of Education with the same functions in respect to Secondary Education as well as elementary education?—Certainly. Similar, though perhaps more restricted ones.

15,915. Can you tell us what those functions would be?—In general terms, I think that they should be much the same as in relation to elementary education: Preparation of Code and general directions, and the like, subject to the approval of Parliament, and the encouragement generally of Secondary Education by the regulation of inspection, and rewards, and the like; but again, allowing very free scope to local action, and being rather supervisory than controlling.

WIDER APPLICATION OF FUNDS ADMINISTERED UNDER TECHNICAL INSTRUCTION ACTS.

15,916. Would you be disposed to remove the restriction which is now placed upon the application of the grant under the Act of 1890, by making it available for Secondary Education generally, as well as for that branch of Secondary Education which is called technical?—I should revise the whole of that matter. It is such a haphazard matter from first to last, that it requires, I think, general revision. I should certainly be disposed to give every facility for the encouragement of Secondary Education as the basis of technical education from that source, and to increase, rather than otherwise, the help which is at present being given by means of scholarships under the Act of 1891 (the amending Act). But those two Acts require revision and codification, and so do some other Acts bearing upon that subject. The only satisfactory thing to be said about the matter is, that I am glad that education got the funds; that is the only satisfactory element in the whole legislation in relation to that subject.

15,917. (*To Principal Symes.*) Do you agree with the view expressed by Sir Albert Rollit, that this money ought to be applicable generally?—I contemplate so sweeping a change that I can scarcely answer that question. I think that as things stand, on the whole, probably it is better that the money should be confined to technical education; but, undoubtedly, if a scheme such as Sir Albert Rollit has partly sketched out, and such as I have in my mind, were carried out, I should like to treat the whole revenue as applicable for the different branches of education.

15,918. Will you then indicate to us the lines of what you have described as this very sweeping change?—My scheme would be, in the first place to abolish the school boards, and transfer their powers and duties to the town and county councils; in the second place, I should propose that certain powers should be exercised through committees nominated by the councils.

15,919. That, really, I had gathered from your agreement with Sir Albert Rollit?—Then I need not repeat what I have already said.

RELATION OF UNIVERSITY COLLEGES TO ORGANIZATION OF SECONDARY EDUCATION.

15,920. No?—Then I propose that counties should be grouped on the principle that each group must contain some university college, or university; by which I mean some place where there is an excellent laboratory, where there are facilities for the most promising students to pursue research, and receive the best scientific teaching. It is an essential part of my scheme that every group should contain some institution of that sort; at present in England there are about ten such institutions, apart from the universities of Oxford and Cambridge. I would even be willing to group all England up into twelve big provinces, with one of these university colleges as the centre of each. I think it might be more desirable to have the groups somewhat smaller, and, consequently, to call new institutions of this character into being; but I do not consider that technical or Secondary Education can be satisfactorily carried out in any part of England unless there is some such institution, as I have sketched, in the district, to which the more promising students can be sent for their higher education.

15,921. What functions would you give, then, to those local university colleges as regards Secondary Education?—I should not give them functions. What I should do would be to give the revenue to a committee for this province. That committee of this province would be altogether nominated by the county councils and the borough county councils within the province. I suggest that that committee should have the disposal of a quarter of the beer money, as it is called.

15,922. The money under the Act of 1890, you mean?—Yes; and, in addition to that, that they should have rateable powers up to one penny over the whole province, the rate to be raised by precept to the county councils and town councils within the province.

15,923. Then your provincial authority would enjoy rating powers?—Only up to one penny, and the rate would not be collected separately; it would be collected in the various parts. My central committee would be elected proportionately to the rateable value throughout the province.

15,924. Would it be elected by existing bodies, and not directly *ad hoc*?—It would be elected by the municipal bodies themselves, not the ratepayers. I am anxious to diminish the multiplicity of elections; I am satisfied that that is a most demoralising thing in a place like Nottingham, with our board of guardians, and the school board elections, and town council elections. I would only have one election of the local authority, and that local authority would nominate the number of members to this committee. And I should not contemplate this committee starting institutions for education, but only supervising the whole province, and giving grants out of the income that I have already described to you, where they are needed, throughout the province.

15,925. Then by the committee you mean what we have been calling the provincial authority?—Yes; but I use the word "committee" because I am anxious to emphasise both that it is nominated by local bodies, and

also that the local authority maintains its autonomy which Sir Albert Rollit has been speaking of; that is to say, that the institutions belong to the county councils and the town councils.

15,926. Would you give those minor bodies, the town and county councils, the power to start new institutions?—Yes.

15,927. (*Sir Henry Roscoe.*) Would you place the government of the university colleges under that provincial authority?—No. If a difference of opinion or policy arose of a very serious character, it no doubt would be possible that the district authority would encourage the local authority to start a new institution, if they could not work together. I do not know whether that is what you are contemplating—that you might have the district authority and the university college not being able to co-operate; but I propose to leave the university colleges governed as they are now, but that this district authority would subsidise such branches of their work as they considered needed subsidising, and would found scholarships, and so on, for the most promising students to go to those university colleges.

15,928. The provincial authority would not interfere with the government of the colleges?—No.

15,929. Your college is in a different position from that of the other university colleges, I believe?—Yes, it is.

15,930. Being under the government of the municipality of Nottingham?—Yes.

15,931. That is not the case with the others?—No. I should not interfere with the government of the others at all.

UNIVERSITY COLLEGE, NOTTINGHAM.

15,932. (*Chairman.*) Will you tell us what you wish to say about your university college at Nottingham, in this connexion?—My real reason for coming here to-day is that I have the unique experience of having been 13 years a corporation official in the only institution of the kind in the country; that is to say, the only institution which provides this sort of education, and which is owned and managed by a municipal body; and during those 13 years my conviction has become stronger and stronger, that such bodies, who, in the first instance, one would have thought, were most unlikely people to manage such an institution well, do manage such an institution well in Nottingham; and I have thought it worth while to consent to the suggestion that I should offer evidence, because I feel this so very strongly. On our committee, the committee who manage us, almost all the members are town councillors or aldermen of Nottingham; there are one or two outsiders, as I have called them, whom the corporation put on year by year; but the corporation is not bound to put such outsiders on year by year. There are also representatives of Oxford and Cambridge; there again the corporation is not bound to put them on, and they hardly ever come. I regard those gentlemen who compose the committee as a sort of jury, whom it is my business to convince as to what is the right educational policy to pursue; they are shopkeepers, manufacturers, and other people in Nottingham who do not pretend to have any great knowledge of education, but who are selected for their interest in education, and I believe that the system works, on the whole, extremely well. Under my heads of evidence I have called attention to the steady growth of the college during those 13 years, and to the fact that these town councillors and aldermen have steadily aimed at doing two distinct things: providing a little technical education for a number of people, and a great deal of technical education for a few people. They have been willing, that is to say, to spend money freely where a student seems likely to benefit by this higher education. If I might give special instances, one student, a working man in the town we took hold of and gave a scholarship, and, after three years working with us, the Commissioners of the 1851 Exhibition accepted him to carry out independent research, and he has now got his doctorship of science in the University of London by a very valuable thesis which was highly complimented by Lord Kelvin. I need not tell you that the scientific education of a student

like that is a very expensive business—that the apparatus required, and everything else, must be of the newest and most expensive kind; and we have never found that this committee have been disposed to stint this higher system of education which only a very few students (merely one or two every year) can take advantage of. They have primarily considered it their interest, no doubt, to do things that will be largely popular and useful to a large number of the people of Nottingham; but they have quite realised the importance of the other side of the case.

15,933. (*Sir Henry Roscoe.*) What sum of money does the corporation give to your college; you have not stated that?—The annual amount is about 6,000*l.*, including this money from the Act of 1890. For instance, in the year ending March 31st, 1893, the town council granted 3,100*l.*, and the customs and excise contribution was 2,900*l.*, making a total of exactly 6,000*l.* Turning to the capital account, the corporation gave a site valued at 10,000*l.*, and spent 50,000*l.* in building the buildings. At a later time they spent another 6,000*l.* on the new technical schools; the money was found partly from other sources, local sources, the Drapers' Company, subscriptions, and so on; but the corporation provided 6,000*l.* towards this extension.

15,934. The technical school being a portion of your college?—Yes.

15,935. You say in your précis that the total number of tickets issued last session was 11,604; would you specify more closely how that number is made up?—It is simply adding together all the tickets that are bought. For instance, supposing that a student buys a ticket for a French class, and only comes one day a week, that is one ticket; if he buys three tickets, that is three tickets, if he attends three subjects. The number of individual students was about 1,500. I can give you the exact number for last year. The number of individual day students last year was 442, and evening students, 1,439; that makes about 2,000 students taking on an average five tickets each.

15,936. Out of these 442 day students, how many were preparing for a university course?—Last year 28 of our students passed examinations of the University of London, but they are mostly doing elementary work; and those who are not doing elementary work are mostly doing purely scientific work, for instance, in the chemical laboratory, as intending to be chemical analysts, and not reading for a university examination, or degree.

15,937. They do not take the Science Degree of London?—The number who do is comparatively small, but it is increasing. I happen to have the figures of those who sat for the London University examinations during the last five years.

15,938. Those who passed, do you mean?—Yes, those who passed—They are 10, 13, 21, 24, and 28. So that last year we had 28 of our students who passed examinations of the University of London.

15,939. When you speak of the University examinations, do you mean the matriculation examination, or the complete degree examination?—Ten passed the London Matriculation; 13, intermediate arts or sciences; and five took their final degrees.

15,940. In arts or science, the five?—As a matter of fact last year there were three in science and two in arts.

15,941. (*Mr. Llewellyn Smith.*) Were any of those in honours?—I think not last year; I am not quite sure. We have frequently had honours students. Besides those five there was the D.Sc. Those I have already mentioned are B.A. and B.Sc.

15,942. (*Sir Henry Roscoe.*) Is the technical school a part and parcel of your college?—Yes.

15,943. Then it is a department, I presume?—Yes.

15,944. And are the funds given separately to the one department or to the other; or is the sum that you have mentioned given for the whole of

the college, including the technical department?—It is really given for the whole of the college. We have to make out that 2,900*l.* of it goes to what are regarded as technical purposes, because that 2,900*l.* can only be so applied.

15,945. That 2,900*l.* is a grant under the Act of 1890?—Yes.

15,946. And that is applied for technical purposes, so-called?—Yes.

Relation of Technical to General Education.

15,947. Do I correctly understand that you in giving us this evidence, for which we are obliged (because it is the only case of the kind that we have had before us), rather view your present position as a satisfactory one, and one which should continue to exist in the future, or do you prefer the position of the other university colleges which are not strictly municipal, and not under municipal guidance?—I do not think that there is the slightest chance of such colleges as, we will say, Owens College, Manchester, being founded in many towns in England. There are not many Manchesters in England, or towns with such a population round them. In itself I consider that looking to our smaller population, and difficulties of that sort, our system is quite as good a one, I am not prepared to say that it is a better one; but for the advancement of Secondary and Technical Education I think that it is absolutely necessary to bring in the local authorities and interests in such a way as can only be done by some such scheme as I have sketched.

15,948. But you are aware, of course, that although the institutions founded by different municipalities throughout the country are not called university colleges, they are giving in the municipal technical schools in the various centres, an education very much of the same character as your own, with the single exception that classics and history are not made a portion of the curriculum?—There are other subjects, too, that are omitted in the same way. But also I think that while a town of the size of Manchester may be able to have both a university college and a good technical school, it would be impossible for any town of the size of Nottingham, and still more impossible for a town of the size of Derby. It is vital to have the whole thing at one institution.

15,949. In other words, you would like to see the municipal institutions already existing in towns smaller than Liverpool or Manchester, arranged rather on the basis of your own college, than as purely technical schools?—Yes.

15,950. In other words, you desire to see added to the curriculum of technical schools as they exist, what we may call humanistic studies?—Yes.

15,951. That would, in fact, carry out your view?—I imagine that those technical schools scarcely pay as much attention to what I may call pure science, as a college like ours does; that they are more directly engaged on the applied sciences, but I do not know enough about the work that is being done in such a place, say, as Huddersfield, to be able to give an opinion of much value upon it.

15,952. But provided that, in the technical school at Huddersfield, for example, they were giving pure scientific, as well as applied scientific, instruction, you would consider that that was a satisfactory state of things?—Yes, if they were giving higher mathematical teaching, and if they added the literary and linguistic side.

Relation of Primary to Secondary Education.

15,953. (*To Sir Albert Rollit.*) With regard to your suggestion that the whole of education should be thrown into the hands of the corporation authorities, and that the school board should be abolished, do you think, if I may put it to you, that that is a practical suggestion which could be carried out in Parliament?—I should not despair of it at all; I make the suggestion as a practical one, otherwise I should not have been justified in making it. But I consider that that is one portion only of the inevitable municipal development which I foresee at a very early period, and approve.

15,954. You would not, I understand, be satisfied with the school board being represented on the Secondary Education board?—That would be an alternative,—not so acceptable to me, but an obvious alternative if the school board is to exist.

15,955. Then the elementary education remaining in the hands of the school board, the secondary portion of their education might be handed over to a joint committee?—That is an obvious alternative; it is one that I should not so much approve.

15,956. You do not see any objection in itself to that proposition, provided it were thought to have a better chance of success than your own?—I have no objection to it as a secondary proposal. (*Principal Symes.*) I see very serious objections to it; I am so generally in agreement with Sir Albert Rollit, that I take the liberty, where I differ from him, of interposing. I think that the evil of overlapping, and of two competing public bodies doing educational work in that great sphere, that lies, as it were, between secondary and primary education, would be a very grave evil indeed. (*Sir Albert Rollit.*) That objection was met, as I understand, by the suggestion of joint action in preference to separate action. As such, but only as a secondary alternative, I accepted it. Otherwise, I agree with Principal Symes. The worst fault of our local government has been, undoubtedly, the differences in powers, areas, authorities, modes of payment, and the like; that this has been most prejudicial to municipal development, and to the development of many other reforms as well.

15,957. Then on another point, do you regard the formation of the provincial areas which you have suggested as an essential portion of your scheme, or would you be satisfied with the existing county councils taking over the Secondary Education of the whole of their area, with the exception of the county boroughs?—And the non-county boroughs.

15,958. No; that the county authority should have charge, by means of a mixed body, of the education of all the county, with the exception of the county boroughs therein contained?—That I think would be a much less complete scheme, and it would have the objection, in my opinion, of perpetuating the friction which arises from the forcible inclusion of non-county boroughs in the county—the government of the non-county boroughs in many cases being not only older, but more experienced than that of the government of the counties.

15,959. So far as the working of the Technical Instruction Act is concerned, we have had considerable evidence from the West Riding of Yorkshire, that the friction to which you have referred does not exist; that is to say, that the non-county boroughs are throwing themselves in with the West Riding County Council, in working those particular Acts?—All I can say is, that in the session of 1892, I was requested by the municipal associations, consisting practically of all the county and non-county boroughs, to introduce a Bill, which I did, and the second reading of which I moved, and which was only adjourned in consequence of the illness of Mr. Ritchie, the then President of the Local Government Board. That Bill at their request I introduced for the purpose of remedying the undoubted friction which, especially in Lancashire, had been caused by that inclusion, and by the somewhat exacting manner in which the counties had dealt with technical instruction, and the grants for technical instruction, in the non-county boroughs.

15,960. And in your opinion that friction still exists?—So far as I am able to speak it does; but the town clerk of Darwen, I understand, will bring that up to a later date. I cannot say that I have pursued it much since I introduced that Bill.

15,961. (*Chairman.*) Is there anything further that you wish to bring before the Commission?—I should like, before my examination is closed, to say a word upon one or two points, if I may.

15,962. Perhaps you will kindly do so now?—I should like to say that the experience of Hull in relation to education generally, in relation to the establishment of a high secondary school, and in relation also to the

grammar school question, quite confirms the experience of Principal Symes, of Nottingham, as to the wise action of corporate authorities. The same remark applies to Huddersfield, which I know well, where the technical school is very admirable. So that in speaking for those boroughs, I say that they conform to what we anticipate generally from municipal action. Again, I wish to say that one essential point in relation to Secondary Education is the infusion of a larger commercial curriculum. I do not underrate at all the formative power of high classical and high mathematical instruction, if there is time for it; but our experience at the London Chamber of Commerce and elsewhere of commercial examinations, has satisfied us that the schools have not been giving at all effectively the commercial and industrial instruction which ought to be given. When we tried, for instance, at the London Chamber of Commerce (Sir John Lubbock and others of us on the examination committee), to require two foreign languages, we found that we should not have 10 candidates present themselves, and we were compelled to reduce our curriculum to one; and we were also compelled to make Latin an optional subject, which we did with regret. I think that the encouragement of high commercial instruction even by the institution of a degree in commerce at some of the universities, would be exceedingly useful; but I am quite sure that a very great stimulus in that direction, on both national and local grounds, is necessary—I may, perhaps, be allowed to say that I have very favourable experience of the action of higher grade schools in Hull and elsewhere, especially in leading elementary schools to continue something in the shape of secondary instruction. I do not think that in those cases they interfere with what is called the instruction given at secondary schools; but they have the great advantage of continuing that which has been given at the elementary schools. And, lastly, I think that one of the essential reforms which is necessary is that one which contemplates a class of students who are often forgotten in relation to Secondary Education; that is to say, students who teach themselves. Now that is a very much vaster body even now than is generally supposed; but I am quite convinced that with more facilities for self-tuition by access to the universities, especially, that class of self-teaching student may be made to take a very great part in the advancement of Secondary Education. I venture to be of the opinion that while I value in the highest degree the indirect advantage of residence at a university, and the culture which it gives, all universities ought to be open to any student who is able by teaching himself, or obtaining instruction and the helps that you can do now-a-days at evening classes, and literary institutions and the like, that the universities ought to be under the obligation of placing their stamp upon high knowledge, acquired with difficulty, it may be, but still acquired. Among the most gratifying things to me of the Secondary Education Conference at Oxford was to hear the expression of that opinion if not quite completely, at least sufficiently in a letter from Professor Jowett.

15,963. (*Lady Frederick Cavendish.*) Do the self-taught students come from quite the lower ranks of the people?—In many cases. They are students who cannot give the time for residence at a university,—not possibly; they have to go into daily work at a very early age; they are students who cannot even attend classes in the daytime at all, many of them, and yet with the facilities that are open to them now-a-days of getting information here and there, and by books, they are able to give themselves a very large amount of instruction, which they bring to us at the university of London, where our number of candidates is constantly increasing; and I think that if the other universities were open on similar conditions, that would be the greatest stimulus of all to Secondary Education.

15,964. Does not the university extension movement meet their case?—It is most helpful, and I look upon it as one of the helpful agencies. It does not give yet what is in my opinion the very great stimulus of a degree; but it is one of the agencies that is doing a great work, I think, in leading students up in that direction. I am not sure that the examination there is sufficiently searching for a degree; but speaking of the universities

generally, and especially of the University of London, where I hope reciprocally we shall add teaching to examination, what I suggest would be doing the most for Secondary Eduation by the universities. I think that there is a little undue reaction against examination. It has its defects; but, on the other hand, as exhibited in the case of the London University, it has been most helpful, even with some disadvantages, to vast bodies of students who never would otherwise have obtained a university education at all. I think that examination is not open to many of the evils that have been attributed to it.

15,965. (*Mr. Hobhouse.*) I think your association represents the whole body of boroughs, county and non-county?—Practically, except some very small ones.

15,966. Can you give us the number of boroughs represented by the association?—We have communicated with 59, and those boroughs are actually on the council of the association; but I should think that it represents between 200 and 300 altogether.

15,967. It contains, I suppose, nearly all the county boroughs?—I think without exception.

15,968. And about half the non-county boroughs?—No, four-fifths. The exceptions are that there are some few effete boroughs, such as one could mention; and I would add that in the case of those really effete boroughs I am no advocate of them, and should be prepared to eliminate them from any scheme, if it were necessary to do so. There are some few very effete corporations, I am aware of that.

15,969. You mean very small boroughs?—More than small. I mean where there is no real corporate or municipal life.

15,970. I am afraid that we have to deal with them as forming a very powerful class, and that it would not be easy to eliminate them?—I am not sure. There are some such. I do not advocate them.

15,971. At any rate the scheme that you propose, I understand to be something of this kind: that every municipal borough, whatever its population, shall have as much local autonomy in the matter of education, secondary and technical, as a county borough or an administrative county?—That is my principle.

15,972. But that all these units, whether county units or municipal units, should be, for certain purposes, under the control of a provincial authority?—That they should have the advantage of the assistance of the provincial authority, is the expression that I would rather use.

15,973. You do not contemplate any control?—No, not in the provincial authority.

15,974. Then really it would only be a voluntary association for certain purposes within a limited area?—Very much that; but I am not quite sure that a mere voluntary association might not be created; I think it might.

15,975. Could you specify any powers or duties which you think that the provincial authority, as distinct from the local authority, should deal with?—I think that the provincial authority should deal with the co-ordination of educational work in the province chiefly, so as to prevent wastage, and that it should give its help in the direction of utilising the general education of the province, and bringing it towards some university college in its neighbourhood. In providing rewards, exhibitions, and scholarships, again, it would have a very useful office.

15,976. Then it should have funds of its own, as part of your scheme?—It should.

15,977. Would you contemplate its providing for the examination or inspection of schools?—I should not be disposed to vest that power in it, because I should rather retain that in the separate municipalities and county councils; but I can imagine cases in which its assistance there would be useful too.

15,978. It has been suggested, at any rate, by Principal Symes, that each of those provinces should be grouped round some University College; would you contemplate that the whole of the south-west of England, for instance, should be grouped round the University College of Bristol?—Scarcely; in the case of the long distances in Cornwall, I should think that was too remote, and, possibly, in some parts of Devonshire even; but, subject to the addition which I understand Principal Symes to contemplate, of other university colleges for such remote districts, I think Bristol would be a most admirable centre for the district you mention. I understood Principal Symes to say that he quite contemplated other university colleges. (*Principal Symes.*) The way in which the scheme that I contemplate would work out, would be this. At starting there would only be the University College, Bristol, in that district; but the county council of Devonshire, co-operating with the county council of Plymouth, or some others, would, no doubt, recognise the importance of having a new institution, and there would soon be another university college further west than Bristol to meet the needs of Cornwall.

15,979. (*To Sir Albert Rollit.*) Then you think that really those provincial districts must be limited hereafter, and that a university college must be by some means or other provided within each?—If possible.

15,980. Then going back to the local units, I understand that you do not propose that any of the urban districts, other than municipal boroughs, should have any autonomy?—I think not.

15,981. Although in many cases you are aware that their population is very much larger than that of many non-county boroughs?—That is so; but they have not the same long corporate existence and experience, for one thing.

15,982. But you recognise that under the Technical Instruction Act they are on the same footing as the non-county boroughs?—Yes, but that was very quick and ill-conceived legislation.

15,983. But still it has existed some years now, and action has been taken?—Yes, but that cannot be regarded as a proper precedent at all, so far as mere legislation is concerned.

15,984. I do not know whether your association can supply us with accurate figures as to the number of urban authorities that exercise their rating powers?—I think so.

15,985. We have some figures before us which show that about 10 county boroughs, 24 non-county boroughs, and 34 urban districts have evied rates under that Act; perhaps those figures are not complete?—I do not doubt that they will be more or less accurate, but if your secretary will address any inquiry to me, I think I can get the information that you require.

15,986. With regard to urban districts, too?—Yes, because we have urban districts associated with us.

15,987. Do not you think that if a new Act of Parliament were to recognise all the municipal boroughs as distinct local units, the urban districts which were actually levying rates, under the Technical Instruction Act, would have some reason to complain?—They might complain.

15,988. But still you think that that difficulty might be got over?—I think so.

15,989. Now with regard to some of those small boroughs, do you not recognise the fact that in many counties, such as my own, for instance, they are merely small market towns serving the purposes of a large agricultural district round them?—In many cases that is so, no doubt. On the other hand, there are towns whose industries are discordant with the agricultural industry surrounding them.

15,990. But if you are to draw a hard-and-fast line at the municipal boroughs, you must include these semi-agricultural towns as well; and what I want to put to you is whether you do not see great inconvenience

in organising Secondary Education separately for this class of town, and for the country districts around?—I see some difficulties, but they might be overcome.

15,991. Do not those towns form, as a rule, the natural educational centre for the district?—Yes, I think so.

15,992. I daresay you are aware that in many counties those municipal boroughs are working harmoniously with the county authorities, and that they are getting larger advantages out of the county funds for educational purposes than they would get if they were confined to their own resources?—If exceptions to the general rule could be made in such cases in any way, and if the facts are as you state, which I accept from you, undoubtedly your view is one which would commend itself.

15,993. Perhaps you are aware that even in the county of Lancashire, one of the county boroughs has agreed to combine for all educational purposes with the county authority?—I am not aware of that fact. I am aware of the fact that I was instructed when I brought my Bill in, that the chief friction in relation to the funds was in Lancashire.

15,994. You have mentioned higher grade elementary schools as serving very useful purposes?—Yes.

15,995. Do you think that the school boards, if they continue in existence, would be likely to give any control over those schools to any other authority?—If they continued in existence, having founded them, probably they would not do so willingly; at the same time I look upon these high grade schools as very much a *terminus ad quem*, rather than a *terminus a quo*. I mean that they do a special work in relation to elementary education rather than take Secondary Education in the ordinary sense of the term.

15,996. But do not a considerable number of the students who are educated at those schools go on and complete their technical education, at all events, in some of the municipal technical institutes?—Yes; but I think that my observation is generally correct.

15,997. And some of them send boys to the universities?—Some of them, some few boys.

15,998. But your view would be that, presuming the school boards to continue in existence, those high grade schools could be left, without damage to Secondary Education generally, or without damage to the university colleges and technical institutes, in the hands of the school board?—I think so, although I should prefer the transfer.

15,999. Do not you think that it would be desirable, if possible, within every county borough, at all events, to have some kind of joint body on which the school board and the municipal authority should both be represented, in order to prevent any overlapping or waste of power in educational matters?—Undoubtedly, if the school boards are to continue; I have already accepted that from the Right Honourable Chairman. I think that it has the disadvantage of new authorities, but I think that is the less one (with all respect to my friend Principal Symes) than wastage such as you contemplate.

16,000. (*Dr. Wormell.*) You, I think, said that you would give liberty to these municipal authorities to combine for special purposes?—Yes.

16,001. You mentioned one purpose only—that of supporting the local colleges. Could you suggest any other purpose?—For examinational purposes; for the purpose of contributing more funds than might otherwise be available; for co-ordinating education within the district, and preventing a waste of funds, and the like.

16,002. I conclude that you are not in favour of placing the whole education of a municipality in the hands of a school board as at present exists?—No.

16,003. You are not in favour of extending the powers of the present school board so as to cover the needs of Secondary Education?—I am not,

on neither municipal nor educational grounds, although I quite acknowledge the work that the school boards have done, and value it as much as anybody.

16,004. You know that in many places people are very proud of the achievements of their school board?—Yes, and they are right in being so in my opinion.

16,005. It would be very difficult indeed, would it not, in such places to annihilate them?—Yes. I think the school boards deserve every consideration for the very great work that they have done, and which it was so necessary for them to do. I should be very sorry, I may add, that any remarks which I made with a view to educational symmetry, should lead to the impression that I had the slightest antagonistic feeling to school boards; on the contrary, I have always been their very strong advocate. I have been a member, and have co-operated in every way.

16,006. I only want to make myself quite clear on this point. Supposing that it is found to be impossible to do away with school boards, so as to substitute a general board for all education, what would be, in your mind, the most desirable arrangement as regards Secondary Education?—I think that in that case I should entrust it to the municipality, certainly, with the power, possibly with the obligation, to form a joint committee partly of the municipality and partly of the school board.

16,007. But you would have in the first place an independent authority under the municipal council?—Yes.

16,008. And only a joint committee of the two for certain purposes?—Yes. Having regard to the best way of obtaining the funds, to the manner in which they have done the work under the technical instruction Act, 1890, and to the feeling which I have of making the municipality attractive to the best and strongest local men by giving it power and responsibility, I should certainly vest Secondary Education in the municipality; with, I think under those circumstances which you have mentioned, the obligation to co-operate with the school board in some form.

16,009. You contemplate the appointment of the greater portion of this body directly by the town council, but you accept the principle of co-option in addition, to some extent?—Yes, co-optation by the body when formed, or addition by the forming body; I would allow both. I would allow the municipality to make additions to any conjoint committee, and I would allow the conjoint committee, when formed, also to make some additions of a limited number.

16,010. (*To Principal Symes.*) I think you expressed a fear lest the expert members might out-vote the others, or you objected, at any rate, to that being possible?—I do not mind their out-voting them if they are put on there by the town council; if the town council really like their committee to be so many town councillors, and so many aldermen, or so many people archbishops, or whatever they think desirable, I do not mind the outsiders out-voting them. I object to Parliament saying that the university college of the district shall be represented, or that the universities of Oxford and Cambridge shall be represented, or that the schoolmasters shall be represented.

16,011. Supposing that the efficient teachers of a district were registered, would you see any objection to their electing one or two of their members to join your body?—I think it would be objectionable. Of course their numbers being small, I should have less objection to that.

16,012. (*To Sir Albert Rollit.*) I wanted to put one point to you with regard to the need of a central authority (the Charity Commissioners, for instance), to keep in accord the various views of different parts of the country with regard to endowments. Take your grammar school at Hull. It has been said at Hull, and in other places too that the municipality has not dealt fairly with that grammar school, and that certain endowments which were intended originally to be devoted to the support of the grammar

school have been turned by the municipal council to general purposes?—You are quite well informed of the particular charge.

16,013. Now do not you think that such complaints would increase in number if it were not felt that there is some authority to check such an abuse, when it occurs?—I think that there should upon the whole be some authority (I think that I have conceded that in my examination-in-chief) but it should have very restricted powers, and should be of a supervisory character chiefly, which would meet the case that you put to me. But the statute of limitation, I think, runs in 200 years; and I think this charge to which you refer is 200 years old. I speak, at any rate, from 1834; I do not want to go beyond that.

16,014. But would not the plan that you suggest of giving greater independence to the municipal authority, in regard to endowments, produce an immense variety of legal practice in the country in different places?—That variety, I think, is conditioned by the circumstances. It is the very fact of the variety of fund, the variety of its application, and the like, which, I think, makes it essential that it should be dealt with locally.

16,015. You are not afraid of a difference of legal practice arising in different places?—I think not.

16,016. You mentioned a Code for Secondary Education. I suppose you would not wish to see a Code imposed upon all secondary schools?—No. I did not mean in the sense of an exact imitation of the Elementary Education Code. I think that there should be much more freedom than that.

16,017. Do you see any need to detach technical education from the general system?—My suggestion would make it part of the general system under the municipality.

16,018. And the commercial instruction to which you referred, as well?—I regard Secondary Education as the basis of both commercial and technical instruction, and I think it has been owing to the want of Secondary Education that we have made so little progress in commercial and technical education, as compared with the Continent.

16,019. The contention of the London Chamber of Commerce, to which you referred, has been that the commercial part of technical education, so to speak, has been neglected, because the needs of the producers have run away with all the funds. Do you think that the tendency at the present time is to give commercial education its proper place as a part of technical education?—I think that the practice is improving. Take, for instance, Owen's schools, Islington, which are now doing extremely good commercial work. I think, that generally speaking, there is an improvement, one of the manifestations of which is the publication of text books dealing with the subject, of which there was not one until a year or two ago.

16,020. I think your idea with regard to those students, whose cause you advocate, and who burn the midnight oil, is that the London University has filled a very useful place?—In my opinion it has been an absolutely necessary supplemental system.

16,021. (*To Principal Symes.*) How many students take up a single subject in your college; have you many?—There are a great many students who take up a single subject.

16,022. Do you offer inducements to students to take up the complete curriculum?—Of course, if they get a scholarship, or exhibition at the college, they have to take up the complete curriculum.

16,023. But there is no inducement—it is left absolutely to their choice as to what subjects they take up?—Yes.

16,024. (*Mr. Llewellyn Smith to Sir Albert Rollit.*) I understood you to propose that while the town council should be the authority for secondary and primary education, it should act through a committee, which should, to some extent, have independent powers. You draw the analogy of the watch committee?—Yes.

16,025. Can you develop that a little, and say what sort of independence you would give them?—You are aware, no doubt, that the watch committee has a semi-independent position, and it struck me as one means of meeting any reactionary tendencies, or the constant interposition of the council, or if it were at all retrograde in character, that some independence of action of a similar character on the part of the educational committee might be useful.

16,026. That is to say, that you would require the town council to give a full delegation of its powers?—I merely make that as a suggestion. I do not think that it would be necessary in the great majority of cases, but it is a means of meeting difficulties which I thought might be suggested.

16,027. But are you aware that some difficulties have been felt under the Technical Instruction Act, through imperfect delegation on the part of some authorities, which require details to be revised in full council afterwards?—I was not aware of that difficulty. But that was a suggestion which occurred to me.

16,028. But at all events, if that be so, you would not see any objection to making the committee practically the authority, rather than the town council, if you can?—I see none, provided that the origin of the committee is clearly municipal.

16,029. And you would not only think it well that all the powers of the town council with regard to education should be fully delegated to this committee, but, I suppose, that the present fund commonly known as the "beer money," should be inalienably devoted to education. At present you know it is optional?—Quite so; but I am bound to add that, at any rate, in the case of county boroughs, practically all of them have dealt with it in the manner which I should wish, namely, for educational purposes, and not in aid of the rates. I am glad now to include London in that.

16,030. Is it within your cognizance that some of them have found their hands rather tied, from the fact that there may be a reaction on the part of their council in favour of aiding the rates?—Yes; but I think that there is only one county borough that has aided the rates out of the grant.

16,031. But there is always that possibility which they have to keep in their minds?—Yes. And the chief danger to education, to my mind, in this country is reaction arising from too great expenditure. I hope it will not arise, but that is a danger which I foresee. I should not limit the expenditure myself on that ground, but it is a danger.

16,032. (*To Principal Symes.*) Do you agree with this view, which practically is that the committee which emanates from the town council should itself be, for the period of the tenure of its office, the authority for education?—Yes, so far as I understand the question; I am not sure that I do quite understand it. Is not that the case with any committee that is appointed for a particular time; for instance, in the case of the committee that I have to do with, who manage my own college, the town council delegates to them their powers for the 12 months.

16,033. Without the necessity of report and confirmation?—They report, but there is no confirmation done that I know of.

16,034. Could not their proposals be thrown out by the town council, if they cared to do so?—There has never been anything of the kind that has arisen. Of course they have only got certain money to spend; if they wanted to spend more money they would have to go to the council.

16,035. But the committee has full executive powers?—They have to report appointments where the salary is more than 250*l.* a year; but that is only done in the annual report at the end of the year.

16,036. Questions of administration, such as salary, do not come up for discussion and revision in the full council?—No, I believe not; I have never heard of it.

16,037. Do not you think that much of the success which has attended the management of University College, Nottingham, by the corporation

has, perhaps, come from that fact?—Undoubtedly. I do not think that it would do for the corporation to deal with the details.

16,038. So that practically the proposal is that the committee of the town council should be the authority?—Yes.

16,039. (*To Sir Albert Rollit.*) If that committee is to take over the powers of school boards (that, I understand, is your proposal), how would you deal with the cases of boroughs where there are no school boards?—They would be more easily dealt with by the municipality.

16,040. But I want to know if it is intended that every town council should receive school board powers—which means universal school boards in boroughs?—Yes, I think so. I am not at all afraid of school boards.

16,041. (*To Principal Symes.*) The provincial authority which has been suggested, would, according to your proposal, have certain powers of control throughout its district, I understand?—Practically the power of control would only be indirect by means of giving or refusing grants.

16,042. That is a very powerful means?—It is, undoubtedly.

16,043. The provincial authority would have no power of inspection or examination over schools which, owing to the amount of their endowments, did not require grants?—No; it would simply have to make its terms with the institution. If the institution said, "We are strong "enough to get on without your help; we do not want a grant from you," I should give no power of inspection or interference.

16,044. Not to any local authority?—No.

16,045. Do you not think that that would be a great source of weakness in the local organisation of some districts where the endowments are large?—It seems to me that if an institution is strong enough to get on without help from the taxpayers, or ratepayers, it ought to be allowed to work out its own ideas in its own way, and not be interfered with by the local authorities.

16,046. How do you propose to group the districts of the provincial authority; would that be done by the central authority?—I contemplated its being, to a certain extent, a voluntary grouping, but yet for the central authority to have authority in the matter.

16,047. You mean that the initiation would come from the locality, but would be confirmed in some way?—I cannot answer your question.

16,048. (*To Sir Albert Rollit.*) I should like to ask you about that. Is it to be a compulsory grouping of counties by the provincial authority?—I should hardly say so.

16,049. (*To Principal Symes.*) In Nottingham the University College is managed under a private Act, is it not; the rating powers were given by a private Act applicable to Nottingham only?—Yes. It is really not strictly a rating power; they are empowered to spend gas profits on education, among other purposes, under a private Act. (*Sir Albert Rollit.*) A private Act obtained by the corporation.

16,050. (*To Principal Symes.*) Does not the fact that that Act was obtained rather suggest that the level of public interest in Nottingham in regard to higher education was at a higher level than might be expected in many other boroughs?—In the case of the next borough that tried it, Parliament struck the clause out of their Act.

16,051. What borough was that?—Cardiff. Cardiff wanted to apply a local fund to its University College, and when the Bill was before Parliament a division was taken on it and they were not allowed to do it.

16,052. But we are now contemplating a universal scheme applicable to all boroughs, and you would agree, would you not, that in any such scheme a certain control would be given to the authority not only over an institution managed by itself, as is the case in Nottingham, but over other institutions and over endowments?—I make a distinction. In the matter of endowments my suggestion is that the local authority should have the

initiative if they wanted to transfer an endowment from one purpose to another, but yet that there should be an appeal, as I think, to the Secretary for Education in Council in London; but I should not propose to give them any control over a local institution unless they helped it. For instance, take our high school at Nottingham; I should not propose to give the town council any authority over that whatever; but they would make their own terms; the high school would want their help for technical schools, or something or other, and that would be given on such conditions as the local authority thought good. If the school chose to go on without the help of the local authority, I should give the local authority no power whatever over it.

16,053. It would be entirely a question of bargains?—Yes.

16,054. But still there would be an obligation on such an authority to hold the balance even between different institutions doing the same kind of work?—Yes.

16,055. Would that be entirely left to its own discretion?—To its own discretion, but the public opinion would be very strong against any unfairness.

16,056. In view of the fact that this local authority is to have relations with different institutions, does that qualify your view that it is not necessary to secure the presence of an outside element on the council?—No.

16,057. That is your view as the result of your own experience?—Naturally my experience of my own institution has greatly affected my opinions; but I do not reason purely from that. I have tried to see how the whole thing would work out, and I see no reason, whatever, why there should be that outside element. At the present moment some institutions come to our town council for a share of the funds under the 1890 Act. Our town council makes inquiries as to the working of those institutions, and gives them small grants. A portion of the money does not go to their own institutions, but to other institutions in the town, even to school board schools and to voluntary schools.

16,058. And what committee of the town council makes that inquiry?—The finance committee.

16,059. On which there are no outsiders?—On which there are no outsiders.

16,060. I put it from the point of view of the institutions. Do not you think that there might be some alarm felt among institutions at being put under the control of a body on which there was no outside representation?—I am not putting anybody under, unless it likes to come; I put nobody under the town council unless they, for the sake of getting a grant, are willing to admit a certain amount of control or influence. (*Sir Albert Rollit.*) I should like to add that I think the tendency, at present, on the part of institutions, is to come to the town councils very much under the Act of 1890 to get pecuniary help.

16,061. (*Lady Frederick Cavendish.*) I think at the outset you said that the municipal elections at present are very largely dominated by party politics. I did not quite understand from your answer to the Chairman how you would propose to put that out of the sphere in future, and, if it did enter into the sphere as largely as it does now, would it not be very detrimental to educational interests?—I do not think it would. Education is becoming almost, day by day, a matter of party politics as well, and I do not think that it would be in the end greatly disadvantageous, though I very much prefer that it should be eliminated. Nothing could be more disadvantageous than what is occurring under the present system, in my opinion, at the present moment.

COMMERCIAL EDUCATION.

16,062. (*Chairman.*) Would you give us your view as to what ought to constitute the essentials of a specific commercial course of education?—Well, first, in my opinion a good general basis; afterwards specialisation in the direction of modern languages, upon which I made a remark, that

on our first examination when we endeavoured to require two languages, we were told that we should not get ten candidates if we did, and therefore we had to limit it to one foreign language, and to make Latin optional. Then specialisation in science, in my opinion chiefly in physics, and the relations of the sciences; and specialisation in the direction of lower mathematics, and arithmetic, and bookkeeping, together with some knowledge of political economy and social economy.

16,063. What do you understand by social economy?—I was endeavouring to indicate in one word the subject dealt with chiefly by Professor Marshall; I mean the social applications of political economy. And also I would propose some general knowledge of the principles of legislation.

16,064. Would commercial geography come in, for instance?—Obviously and elementarily; but I am speaking only at the moment. I would add some general knowledge of the principles of legislation, having regard to the labour and other questions which are becoming so important in relation to commercial matters; and also some knowledge of commercial law.

16,065. Would not that be a somewhat ambitious course for schools, at any rate?—I think what I have said would indicate the lines upon which schools should be leading up; I do not say that they could accomplish all, although I think that schools might accomplish a great deal more than they sometimes do. I am not myself personally in favour of the belief that we are very much over instructing, or even over-examining, people: I think that people could learn a great deal more than they do.

16,066. At what point would you desire that a scholar should deviate from the general curriculum into this specific commercial course?—The fact is that boys have to go into commerce very much earlier than is generally supposed, and when they once get in they cannot practically get any time in the day to attend lectures and the like; it has been found impracticable; and therefore I am afraid that the age would have to be somewhat early. It is difficult to say quite what the age should be, but even at the elementary school I think that there should be a leading-up in the directions that I have indicated.

16,067. A good many boys enter commerce at 16 years of age?—Oh, very much earlier.

16,068. I mean a great many, even of the sons of well-to-do parents, go in at 16?—Yes, and earlier, and even into the professions as well.

16,069. But still, speaking with regard to your own profession, is it not the case that an increasing number of solicitors receive a university education?—Yes, and that I endeavoured, with your help, in passing the Act of last session, to encourage, as we are most desirous of doing. Still there are many members of my own profession who say that service under articles, and practical experience in the working of an office, is more important than anything else. I do not agree with that, but it is acted on to a large extent, and has many more supporters, even on the Council of the Incorporated Law Society, than might be supposed.

16,070. You would, no doubt, vary the commercial course which you have sketched out according to the age up to which the boy hoped to remain at school?—Certainly, and if he could see his way to remain at school (which one could wish, but it is by no means always or generally possible), so long as to get a knowledge of Latin literature, one would desire even to include Latin, and certainly also some knowledge of German and French literature.

16,071. (*To Principal Symes.*) Is there anything further that you wish to add?—I want to add something to one answer which I gave to Sir Henry Roscoe. He asked me whether I considered that the existing technical colleges which are now being built up fulfilled the purposes of the University College, as I considered it; and I mentioned four points in which I thought they did not, namely, higher teaching in pure science, higher teaching in mathematics, literature, and languages. I should like

to add two others, one is the commercial work that Sir Albert Rollit has referred to, and the other, which I specially want to add is, all that is necessary for what is now called the day training college for the training of teachers. I consider that that is such an important element in a university college, that I think such changes ought to be made in the technical colleges, such as Huddersfield, where there is no university college to make if possible to have the training of elementary teachers included there.

16,072. (*Sir Henry Roscoe.*) Are you aware that in technical schools commercial geography and commercial subjects form a most important part of the curriculum?—Yes, in some of them. All I want is to make clear what I consider necessary to be added. The second point on which I wish to say something is, that I differ from Sir Albert Rollit about those small boroughs. My view is that the county boroughs are to be the educational authority of the county councils, but in the case of boroughs that are county boroughs, I consider that they ought specially to be constituted as educational authorities if they are not to be merged in the county as a whole. I do not know whether I make that point quite clear. My third point is one on which my opinion is of no value; but still, as I am rather appearing to be with Sir Albert Rollit, I wish to say that I consider that the introduction of the political element into municipal elections, and so on, is not injurious to the cause of education; but, on the other hand, results in a more consistent and permanent policy being carried out than can be done unless we have a system of party government in our municipal authorities.

16,073. (*Chairman.*) You think, then, do you, that the introduction of party politics has the effect of securing a permanent policy in educational matters?—Yes; because I consider that the party that has a political majority in a town) which generally goes on, especially in town councils, from year to year) carries out a consistent policy. In Nottingham, for instance, owing to the Liberal majority, we have Liberal aldermen, and practically have a guarantee of a Liberal majority upon the Nottingham Town Council; and I do not believe that the council would have carried out the same consistent and wise policy that it has, in my opinion, in educational matters, if the council had acted as individuals instead of acting through their caucus and party organisation which has led to the town councillors steadily supporting the enlightened people who have led the party. I need not say that I do not say this because it is a Liberal majority; if it were a Conservative majority I should feel precisely the same.

The witnesses withdrew.

Mr. Charles Costeker called and examined.

16,074. (*Chairman.*) You are town clerk of Darwen, I believe?—Yes.

16,075. And you have been so for some years?—I have been clerk to the town of Darwen for 22 years; but Darwen was incorporated in 1878, since when I have been town clerk.

16,076. Previously to that Darwen was what?—Darwen was an urban sanitary district.

16,077. And now what is the population of Darwen?—Now it is about 38,000; it has been rapidly increasing since the census. A good many new industries have grown up, and Darwen is rapidly growing very big.

16,078. Also I think you are honorary secretary of the Associated Members of Non-County Boroughs in Lancashire?—Yes.

16,079. And you have acted since that association was formed in 1889?—Yes; it was formed in consequence of the Local Government Act, 1888; it came into being then.

16,080. You come before us, therefore, as the representative, so far as Lancashire is concerned, of the municipalities which are not county boroughs?—That is so.

16,081. Do you conceive that those boroughs which are smaller than county boroughs should be constituted independent local areas for the administration of Secondary Education, or would you make them form part of the county?—I should not make them part of the county at all.

RELATION OF MUNICIPAL BOROUGHS TO COUNTY EDUCATIONAL AUTHORITY.

16,082. You would make them independent authorities?—Yes, independent authorities.

16,083. And with distinct areas?—Yes. I should make no difference between the county and the non-county boroughs.

16,084. Would these include the smallest of the non-county boroughs?—That raises a very difficult question which I am not prepared by experience to answer. There is no very small non-county borough in Lancashire, with the possible exception of Clitheroe, which is an old corporation. I think there is no borough in Lancashire certainly that is not fit to govern itself in matters of education.

16,085. Do you conceive there should be a county authority for Lancashire for Secondary Education?—Yes.

16,086. What relations would that county authority, if constituted, have to the municipal boroughs?—It would have this relation—It would have, I should say, the power of seeing that the borough did its duty, whether it was a county or non-county borough, in the matter of Secondary Education; and then I think it is only reasonable to say that if you have a grant given you for a specific purpose, the county authority should see that the money has been so applied.

16,087. Would the money in future, as now, come direct to the municipal authority, or would it still pass through the hands of the county council?—It ought to come direct undoubtedly.

16,088. Then why should you give the county authority the right of overseeing its application?—When I use the word county authority, I use it as the provincial authority on which the boroughs are represented as well as the county; in other words, I look to the London source as the central source, and to the provincial source, whatever it may be, and then I look to the town council as the third source.

16,089. That is to say your hierarchy, so to speak, is first the central authority, secondly the provincial authority, and thirdly the borough authority?—Yes, the provincial authority ought to be representative of the whole of education.

16,090. The provincial authority in the case of Lancashire, would be the authority for the county—that is to say, Lancashire would be a province?—Yes.

16,091. But the authority would not be the present county council, but a body upon which the non-municipal areas and the municipal areas were represented?—Yes.

16,092. Including the county boroughs and the non-county boroughs?—Yes.

16,093. Then Manchester and Liverpool would be subject to the authority of this provincial, that is, Lancashire county authority, in the same way that Darwen and Clitheroe would be?—Yes.

16,094. You would not be satisfied, then, with the rights which the non-county boroughs now have as being themselves part of the population which elect members to the county council?—Certainly not.

16,095. Assuming that there should be such an authority for all Lancashire, would the representation of the boroughs upon it be according to population, or according to rateable value?—I say according to population; you are dealing with individuals, and not with rateable value at all.

16,096. Would you represent anything else upon it besides the boroughs and rural areas?—Yes, I should certainly take the local university.

16,097. In what way should you take it?—I should say that they ought themselves to appoint members to represent them on the provincial body.

16,098. How large do you suppose this provincial body (which in the case of Lancashire would be the county body) to be?—Lancashire is a pretty big district; I do not know the exact population, but the total rateable value of the county is 20 millions now.

16,099. Would it be as big or smaller than the present county council?—Smaller.

16,100. How much smaller?—I should say considerably smaller, if you want good work done. I do not believe in big bodies at all.

16,101. You think a body of 30 or 40 large enough?—Yes, large enough for anything.

16,102. And you think you could get due representation on a body of that size in proportion to population as well for such centres as Manchester and Liverpool as for Blackpool and Southport?—Yes, and if necessary there ought to be permission to group, so as to obtain a representation of similarity of interests. You might give the non-county boroughs so many members on the central body.

16,103. Would not the interest of the several non-county boroughs be rather in respect of their locality than of their size?—The locality is very similar. Of course you ought to consider the needs of every district, but in these Lancashire boroughs there is very little dissimilarity of interest.

16,104. Surely, now, the position of Darwen and Blackpool, or Southport, are different?—Blackpool and Southport are, of course, exceptions. It is only fair to a place like Blackpool (and I wish to be fair) to say that population taken as the test, is not a fair test of Blackpool in its representative capacity, because the census is taken in January when there are no people at the seaside; whereas if it were taken in the summer, the population would be three times as much.

CONSTITUTION AND FUNCTIONS OF EDUCATIONAL AUTHORITY IN MUNICIPAL BOROUGHS.

16,105. Now I come to the question of the borough authority, what would the educational authority inside the borough be?—I should make the town council the authority with power to delegate.

16,106. To delegate to whom?—Just the same as you have done with your technical instruction.

16,107. You mean that the educational authority through which the town council would exercise its power, would be similar to the present technical instruction committees?—Yes, or as was done by the original Act which was brought in by Mr. Forster in 1870. As that Act was brought in, it gave the town council of every borough power to nominate the school authority. That Act as brought in, passed through Committee, although Sir Charles Dilke moved an amendment to the effect that they ought to have direct representation on school boards, his amendment was lost, but on the report of the Bill the Government adopted the recommendation of Sir Charles Dilke, and brought in the school board. Or else you will find that as the Act was brought in the town council of the borough had the power of nominating the school authorities.

16,108. What functions, as regards education, would you give to this borough authority?—I think that they ought to have the charge of the education of the borough.

16,109. The whole education of the borough?—The whole education of the borough.

16,110. Elementary as well as secondary?—Yes, elementary as well as secondary. But if you do not do away with school boards, I quite see the wisdom of having representatives of the school board on that delegated authority, as I will call it, from the borough.

16,111. Speaking with regard to this particular point, are you giving your own individual opinion?—Our school board was brought into existence two years ago. Up to that time we had been the educational

authority, as the education committee, under the 1876 Act, that is to say, say, the compulsory attendance committee.

16,112. What is called the school attendance committee, you mean?—Yes, the school attendance committee. Then we thought that we would appoint a school board so as to get a better authority for free schools, and also for Secondary Education and higher grade schools. That board was appointed with that object two years ago, and has done absolutely nothing up to now; it refuses altogether to do anything.

16,113. I think it would be better to avoid any matter of possible controversy with the school board, in your evidence?—I do not think it would be a matter of controversy. They are rather proud that they have done nothing; they say that they were elected to do nothing, and they have done it.

16,114. Then if you had such a provincial authority as you are contemplating, would you have this money under the Act of 1890 to pass through its hands, or would you have it come direct from London to the non-county boroughs?—I should prefer it to come direct, but if it was paid to the provincial authority, they ought to act simply as a conduit pipe to pay it over to us. In other words, the non-county boroughs ought to have their fair share of that grant, and they have not had it.

16,115. But they have a sum given them by the county councils?—They have a part of it. To show you what I mean, assuming that it had been paid by Parliament direct to the non-county boroughs—as to the county, Darwen would have received 566*l.* 8*s.* 7*d.* As a matter of fact, we have only received 420*l.*, and have had very great difficulty in getting that; and have been told that we may have it withdrawn any year. They will not pledge themselves to pay it for more than one year.

16,116. The county council of Lancashire pays you that money?—Yes.

16,117. But I presume that in one form or another, Darwen would receive the benefit of this grant, because it would be applied for purposes of technical instruction in such a way as to benefit Darwen equally with other parts of the county?—The county borough has the money itself, and can apply it altogether for itself.

16,118. But you do not suggest, do you, that the county council of Lancashire is likely to ignore the particular claims of any particular area under its jurisdiction?—No; but I say that a particular area like Darwen ought not to be left to the tender mercies of the county council.

16,119. But supposing that those tender mercies have proved in the past to be beneficial to a non-county borough, and that the non-county borough has had no substantial grievance, why should it be so anxious to change the position?—That is the point—we have had such a great grievance. Even if we get the money that we ought to get; we have been up to within the last few months hampered with impossible conditions. We have to keep impossible accounts, we have to keep two sets of books; one for ourselves to show our condition, and the other on the lines of the county council to suit what they want; and then they do not like it. It takes one man's time in book-keeping to carry out the suggestions of the Lancashire County Council. And they hamper us in all manner of ways.

16,120. It is the fact, is it not, that the county councils are obliged to undergo a Government audit, whereas the non-county boroughs are not?—That is so undoubtedly, but we have a much stricter audit in our borough than any Government audit.

16,121. Can you say that there is any practical point in which technical instruction has suffered as regards Darwen, or in which the people of Darwen have been prejudiced by not getting their fair benefit of the technical instruction grant?—Yes, I say that we have—First of all, I say, that we have not had our share of the grant that comes out of the Customs and Excise Act, but only a part of it; secondly, I say that the part which we have had has been so hampered with conditions which we have to

comply with, that we have had to employ an extra staff in order to carry out what the county council want; and, thirdly, that the county council say that we must not rely on this grant in perpetuity, or for more than a year—that it is quite open to them if they like to withdraw it, and they have told us so when I have been before them.

16,122. Is not it the case everywhere, that the grant not having been allotted by statute to technical instruction, is at any time liable by the authority which receives it to be applied to other purposes?—That is so. Then we are in this position; the county council say, "If you will under-"take technical instruction we will agree to give you this part of the "grant." And we have said that we will. Then we go and erect a building at a cost of 15,000*l.* which we cannot keep up on a penny rate. If we do not get a grant from the county council we have practically to come for local legislation to carry on the school. What I wish to impress upon the Commission is the importance to the non-county boroughs that they should have a certainty that they are going to get that money for technical or Secondary Education. At present they have no certitude about it.

16,123. That argument would apply to any area, however small, which undertakes to establish any institution for technical instruction, would it not. I mean that I do not see exactly where you propose to fix the limits?—The very words of the Customs and Excise Act are "until "Parliament otherwise determine"; and if Parliament in its wisdom thought fit to determine that this money should be devoted to technical instruction, and paid direct, that would get over the difficulty.

16,124. Have you any observations to offer as to any advantages that might be expected from placing the control of elementary and Secondary Education in the same hands?—Yes. I think that all education ought to be by steps—that you ought to go forward from the primary curriculum, to your Secondary Education, and from that up, if possible, to your university degree. At present the children in Darwen as soon as they get to 13 leave school; their great object is to leave school; and when they leave school, in about a couple of years they have forgotten everything they knew. Unless you can continue education for two or three years longer, you run a great risk of losing everything which is done by elementary education up to a certain point. You want to continue it.

16,125. Will you indicate in what way you think the change that you propose could be carried out with beneficial effect?—By creating secondary schools under the charge of the town council, or by the development of evening continuation schools, which are doing good work now, and are giving a commercial education. We are giving a commercial education in our evening continuation schools.

16,126. But it has been suggested in evidence to us by the representatives of the school boards, that just the same advantages as you point out would follow by giving the school boards the control of secondary and technical education. What is your opinion as to that?—It is very difficult to say. You have elected members in one case just as much as in the other. The only thing I say is, that the fewer authorities you have in one given district like a borough, the better.

16,127. Then there ought to be one educational authority, in your opinion, for all education, whatever that authority is?—Yes.

16,128. The question as to whether it is called a school board or town council, as long as it is elected, appears to you a comparatively unimportant question?—I say it is comparatively unimportant. I say that the town council ought to be the authority, but it is comparatively immaterial whether it is so or not, if the authority is elected by the same electors on the same register, and there is no cumulative vote.

16,129. I suppose you make all these observations rather from the view, that I understand you to hold, that the condition of Secondary Education in Darwen is at present unsatisfactory?—It is very unsatisfactory. You have the children of the rich men, who can go to the public schools and

the universities, and the children of the poor people have very good schools—there are no better public elementary schools than in Darwen; although a school board has been elected, the schools have all been built under the denominational system, and they are amply sufficient for elementary education. It is when you come to Secondary Education that there is quite a gap; there is no such thing as a secondary school in Darwen.

16,130. Is there no secondary school in Darwin, with its 38,000 people?—By a secondary school, I mean a school that is better than an elementary school.

16,131. Have you in Darwen no higher grade elementary schools?—No; we are trying to get one now.

16,132. Of course, in speaking in this way, you are not including private adventure schools?—There are very few of them, and we are exceptionally badly off. There is not a single secondary school in Darwen (except our technical school, which is doing good work), where I should consider that a boy or girl could get any advantages after he or she has passed through the elementary schools.

16,133. I presume, that speaking generally of the seconday schools (those schools that claim to be secondary) the buildings would hardly be up to modern ideas?—They are not; they are held in private cottages—two cottages knocked into one, and that sort of thing. Perhaps you get an old factory, or building which has been denuded of machinery, and anything of that sort, where they are held. It is a very bad state of things.

16,134. Do you conceive that the local educational authority ought to have power, then, to establish new secondary schools?—Yes, certainly.

16,135. And to levy a rate for their support?—Yes.

16,136. Would you limit that rate?—No, I would not. You have the limit of the ratepayers. There is nothing they look at so keenly as on increase in the rate; and there is nothing that a corporation tries more to do, than to keep its rates down.

16,137. But not always with success?—No, not always with success; it is very difficult. There is only one way of meeting it—that is to say, by increasing the rateable value.

16,138. Would you give the local educational authority any and what control over endowments in their area?—I think it would be necessary to do that.

16,139. Have you any endowments in Darwen?—We have not, unfortunately.

16,140. (*Lady Frederick Cavendish.*) It is not an ancient town, I suppose?—No; it was a village 60 years ago, and it has rapidly grown up, owing to its diversity of trades. It is purely a manufacturing district.

16,141. (*Chairman.*) Darwen was really not a town in 1865, was it?—Are you alluding to the story of Earl Russell, when they went up about the Reform Bill.

16,142. I have heard it; perhaps you will relate it?—There was a deputation from Darwen at the time of the Reform Bill of 1866, who went to see Earl Russell upon it, and they stated their case, and Earl Russell said "Darwen! Darwen! where is Darwen?" Of course, they told him that it was in Lancashire. He asked his secretary to bring a map, and it was not on the map; and then Earl Russell said, "It is not possible for "me to give a member to a place that is not even on the map."

16,143. (*Lady Frederick Cavendish.*) Are those little private adventure schools to which you refer for the poor, or for the bettermost?—They are supposed to be for the bettermost entirely; they are for people who, perhaps, from class prejudice, do not care to send their children to an elementary school.

16,144. (*Chairman.*) Are there any educational endowments in the vicinity of Darwen that you think would be more serviceable in Darwen than where they are now?—There are some in Blackburn.

16,145. But Blackburn itself is a large town?—Yes.

16,146. And it requires, I should think, all the endowments that it has got?—No doubt.

16,147. But you cannot indicate any endowments in the neighbourhood of Darwen, in a place where they are not of much value at present, but which would be of more value if they were transferred to Darwen?—No; I have not any in my mind that I could speak about.

16,148. To sum up your evidence, then, you are of opinion, I gather, that what is most important at present is the unification of the system of education generally, and a combination of the various elements which are now disjunct?—That is exactly what I think.

16,149. (*Mr. Hobhouse.*) I understand that you represent the non-county boroughs of Lancashire as distinct from the other urban districts?—Certainly.

16,150. Do not you think that if the non-county boroughs were put in a position of local autonomy in Lancashire there would be many urban districts, which are now in the position that Darwen was a few years ago, which would also claim autonomy?—I think it would act in this way; they would try to become boroughs.

16,151. You think that they ought not to be in a position to claim autonomy until they have obtained a municipal charter?—Yes, I think if you have a municipal charter, it is *primâ facie* evidence that you are capable of managing your own educational affairs.

16,152. Your non-county boroughs are all above 25,000 in population?—All of them over, rather than under, I should say.

16,153. Therefore the claim that you prefer is not on behalf of the very small boroughs?—No.

16,154. Would you say that a district containing a population of 25,000 was a satisfactory area within which to administer a system of Secondary Education?—Certainly.

16,155. Do not the schools established in such towns serve considerable populations around them outside the district?—Yes, to some extent they do.

16,156. And therefore the interests of the non-municipal parts of a county are very much involved in having good secondary schools in those towns?—If I may be allowed to give an example, it would be very much so at Southport, for instance, which is in a district where people would go into Southport for educational purposes, and where they have very good schools.

16,157. (*Chairman.*) They go to live in Southport, in fact, for educational purposes, do they not?—Yes.

16,158. (*Mr. Hobhouse.*) Still there is a good deal of travelling to school in Lancashire, is there not?—Yes.

16,159. Therefore, from a purely educational point of view, I suppose there are advantages in your boroughs forming part of the educational county, provided that your boroughs were fairly treated?—My scheme assumes that there is an educational county of which we form part.

16,160. But, as I understand your scheme, you merely give to this county or provincial authority very limited powers?—That is so.

16,161. The establishment, for instance, of a new secondary school would be a matter for consideration for the borough authority alone?—That is so.

16,162. Would you give the provincial authority any power to say whether there should, or should not, be a new secondary school established

within your borough ?—I think I said this : that I would give the provincial authority the control of seeing that the borough authority did its duty in the matter of education; that, I think, was my answer to the right honourable chairman.

16,163. (*Chairman.*) I understood your answer to me to be that the control of the provincial authority was to be limited to the application of money that flowed through the provincial authority, but that if the borough authority derived that money directly from London the provincial authority was to have nothing to say ?—I am not sure what I said, but my intention was to limit it to two points: that in the first place the provincial authority ought, in my opinion, to be able to say, "You "are not doing your duty in the matter of Secondary Education; you "ought to do so-and-so": and then, further, time ought to be limited within which the borough authority ought to do it, and if they do not do it the provincial authority ought to step in and see that they do it. I should have no objection to that personally.

16,164. (*Mr. Hobhouse.*) But you would not give the provincial authority a veto on the establishment of a new technical institute ?—Certainly not.

16,165. Cannot you conceive of a case in Lancashire in which there would be more municipal institutes established than might be required by the population ?—No; in my own experience I do not think it would be so.

16,166. You do not think that a county or provincial authority would be able, by taking a more general view of the position of Secondary Education in their area than a small borough authority could, to say where a technical institute was wanted and where it was not ?—I say that they do not know the local needs so well as the borough does.

16,167. Not even through representatives of the borough on the county council ?—They are of very little use; the borough members are really less in number than, and liable to be out-voted by, the rural members

16,168. Are you including in the rural members all the representatives of urban districts which are not boroughs ?—Yes.

POSITION OF NON-MUNICIPAL URBAN DISTRICTS.

16,169. On the Lancashire County Council, I take it that the urban districts have a very large proportion of the representation ?—I think I am right in saying that taking the urban districts and non-county boroughs, the members for the rural parts of the county out-vote them, or could out-vote them. But I may tell you, in relation to that point, that Blackburn has an excellent technical school; Blackburn really comes up to Darwen and joins it on the north—from centre to centre there is about three-and-a-half miles between the two—and yet Darwen would not go to Blackburn for its technical instruction.

16,170. Not even if they were combined. Blackburn is a county borough ?—Blackburn is a county borough, but there is nothing to prevent a county borough and a non-county borough agreeing as to the matter of technical instruction.

16,171. But each town desires to have a separate technical institute ?—Yes.

16,172. Are your non-county boroughs levying rates under the Technical Instruction Act ?—We are, every one of us.

16,173. The full rate—the penny rate ?—I should say the full rate. We in Darwen are levying the full rate.

16,174. And some of the other districts of Lancashire as well, I suppose ?—Yes, some of the other districts of Lancashire also.

16,175. Your chief complaint I understand is that you do not get your fair share of the local taxation money from the county council ?—That is one of my complaints. The other is that we are hampered by the way in which we have to keep our books—by the way we are limited. To show

you what I mean, we have to ear-mark this 420*l.*, and say how it has been spent. How is it possible to do that; I put it to you? You get money from fees, you get money from grants, you get this money from the rates, and you get this money from the county council, all paid into one banking account. Your accounts come up before you every month, before the technical education committee, and are passed and cheques drawn for them. Is it not absurd to be required to say what part of the 420*l.* has gone here, or what part has gone there—what part has been paid out of rate, or what part out of grants? You cannot do it.

16,176. Is it not possible to appropriate that particular sum to certain specific purposes?—They make us do so; they say, "You shall not pay "the secretary more than 20*l.* out of this money." Therefore, it comes to this, that we have to keep separate books for the county council, and an exact book of revenue and expenditure for the borough.

16,177. Then do they not treat the urban districts on the same footing?—I have no doubt that they do treat the urban districts on the same footing, but look at the difference. If you had this money coming to you perfectly unfettered for education, you might ear-mark it for education; but leave the borough free to spend its share in its own way.

16,178. Of course some of the restrictions put upon you by the county council are found in the Act of Parliament which they administer?—They can pay part of the grant to us; by the Act they are empowered to pay part of the grant to us.

16,179. But certain of the restrictions which are put on you with regard to the exact objects on which this money should be spent are prescribed by the Act of Parliament?—And of course they are prescribed on us as a local authority. My point is that we are a local authority, charged by Parliament with the duty of carrying out the work of technical instruction in our borough, and yet we are under their authority.

16,180. And that argument applies to every urban district equally?—Yes.

16,181. How do you calculate the fair share of Darwen under the Local Taxation Act?—I have not done it specially for the purpose of this Commission, but it was done on the share of rateable value, because that was the apportionment as between county and county boroughs, and, therefore, it was done on the valuation list for the county, and then taking the rateable portion of the county boroughs, excluding that, and then the rateable portion of the non-county boroughs and the rateable portions of the rural districts.

16,182. And under that calculation you would have got 566*l.*, you say?—Yes.

16,183. Whereas you only receive direct 420*l.*?—Yes.

16,184. I want to know this: do you not get any advantages, direct or indirect, from the money which is reserved in the hands of the county council, and administered by it?—We do undoubtedly get some advantages, but they are infinitesimal compared with the shrinkage of our grant; that is to say, we have the chance of competing for certain scholarships which are given at Preston. With that exception we get no advantage at all.

16,185. What is the value of the scholarships?—I am afraid I cannot tell you.

16,186. That is the only advantage that you get, is it?—Yes.

16,187. (*Mr. Llewellyn Smith.*) Do you propose that the district or provincial authority should be the actual authority for setting up new schools in all parts of the county which are not municipal boroughs?—Yes, the district first, and, failing that, then the provincial.

16,188. And that provincial authority would be constituted partly by the representatives of the administrative county council and partly by the representatives of the boroughs?—Yes.

16,189. On the administrative county council there are already representatives of the boroughs, are there not?—There are.

16,190. Therefore, would not your scheme be open to this objection, that you would be duplicating the representatives of the boroughs?—No, that does not follow at all. If I may be allowed to show you what I mean, it does not follow that we should be represented at all there, because the whole of the county council would not, I take it, be on the provincial authority.

16,191. But there would be the chance. Presumably the county council in selecting the committee would select a committee representing different kinds of areas?—But I find in practice that directly the representatives for my borough get on the county council they become county men. They become impregnated with county ideas, and, to a great extent, lose their borough individualities.

16,192. What guarantee have you that that would not occur with the new representatives whom you propose to put on?—Because they would be directly responsible to the borough who sent them there.

16,193. Are not the present representatives directly responsible to the borough who sent them there?—No.

16,194. (*Mr. Hobhouse.*) By whom are they elected?—They are responsible, of course, when you have an election, which is only once in three years; but if you got your borough representatives on this central or provincial authority, you would have a great deal more control over them in respect of making your wishes known than you have at present.

16,195. (*Mr. Llewellyn Smith.*) You would have a great deal more control, no doubt; but would you not have that extra control simply by the process of having duplicate representatives?—No. I should think that it would be easy to arrange that the county representatives on that provincial authority should be selected from people outside the non-county borough representatives; that is to say, that the non-county boroughs should have their direct representation, and then the members from the county ought to be drawn from other sources.

16,196. Would it not be much simpler to direct that this county or provincial authority should be appointed by the administrative county council, but should include some of the borough representatives on the council?—There is very great objection on all our parts to being under the county council. We think it very hard. We were municipalised before the county councils were established, and have had more experience in municipal matters than most members of the county councils, and yet we are put under them.

16,197. That is on another point?—No, it is on your point, as to why we do not like the county council to be our representatives on this provincial authority. We should like to have our own representatives.

16,198. I will not press that point further. At all events, this district authority would have certain functions with regard to the boroughs. For example, the scholarship system would not be worked, I imagine, for each borough separately, would it?—I should think so to a certain extent. We do so now.

16,199. Then the inspection and examination of schools, I think, you propose should be exercised by the provincial authority?—Yes.

16,200. And for those purposes they would require some funds, of course. It has been suggested by the witnesses who have preceded you that one-fourth of the beer money should be in the hands of the district authorities, and three-fourths in the hands of the borough authorities; I should like your opinion about that?—A provincial or county authority clearly ought to have funds; but where those funds come from—whether by giving them a certain share of the beer money, or whether it be given to them by contributions from the various component parts of the area that they represent—appears to me to be immaterial.

16,201. Have you observed that 420*l.* is almost precisely three-quarters of 566*l.*; that, in fact, if that proposal were adopted you would get exactly the same amount in Darwen as at present?—I have no doubt that you are right in that, but you see that is not the county boroughs; the county boroughs do not have to pay that at all, you know.

16,202. No; of course that would be a difference?—My whole point is, that there ought to be no distinction between non-county boroughs and county boroughs in the matter of the payment of that money.

16,203. When an urban authority, which would not be included in your scheme, became a borough authority, it would have a right to claim this money, and form a separate local authority?—Yes.

16,204. And you anticipate that that would give a great impetus to the conversion of local boards into municipal authorities?—Yes; I say that it would have that tendency.

16,205. If that occurred to any great extent, would it not disorganise the county organisation; I mean, if every year you had a certain number of spots in the county taken out of the general system, and claiming a certain share of the funds?—No, because they still remain liable to the county rate. That does not upset the county finances at all.

16,206. The district authority would have power to rate over the heads of the borough authority?—Yes; they have now.

16,207. And that would continue?—Yes.

16,208. To that extent they would have control?—Not in the matter of education at all. I am speaking of the general county purposes.

16,209. I mean for purposes of education. A district which has been treated in a certain way as part of the general district, and in which education has been administered by the district authority in a particular way, would suddenly convert itself into a municipality, and be able to claim a certain share of funds in order to administer education within its area on some other plan. I am putting to you that if that occurred to a great extent, there would be difficulties in organisation?—There would be, of course; but on the other hand I would answer you thus: that if the county council is doing its duty to the urban district now it is treating it exactly as it is treating the non-county boroughs—that is to say, giving it its share of the grant to spend in the district.

16,210. That is only one of several ways in which the county council is empowered to treat this grant under the Technical Instruction Act?—Yes.

16,211. You think that that is the only defensible one?—Yes.

The witness withdrew.

Adjourned.

FORTY-FIRST DAY.

At Westminster Hall, Thursday, November 29th, 1894.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.
Sir HENRY E. ROSCOE, D.C.L., M.P.
The Very Reverend THE DEAN OF MANCHESTER, D.D.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. CHARLES FENWICK, M.P.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.

The Hon. WILLIAM N. BRUCE, *Secretary.*

Mr. ROBERT HALSTEAD and Mr. FREDERICK PEAKER called in and examined.

16,212. (*Chairman to Mr. Halstead.*) You come to represent the Educational Committee of the Co-operative Union, I believe?—Yes.

16,213. And you have been a member of a co-operative society for some years?—Yes, 12 years.

16,214. How long have you been a member of the Educational Committee?—I have not been a member of the Educational Committee of the Co-operative Union. I come here as a working-man to represent the working-men's interest in connexion with co-operation.

16,215. You have not yourself been a member of the Educational Committee?—Not of the Co-operative Union; I have been a member of the educational committee of a separate co-operative society. I have been the president of one for two years.

16,216. Of the educational committee?—Yes, of a single co-operative society, not of the Co-operative Union.

16,217. Will you tell us which society?—The Walsden Co-operative Society.

16,218. That is near Rochdale?—Yes, 8 miles from Rochdale.

16,219. Is it in Yorkshire or Lancashire?—Lancashire.

16,220. (*The Dean of Manchester.*) It is 2 miles from Todmorden, is it not?—Yes.

16,221. (*Chairman to Mr. Peaker.*) And you also come to represent the Educational Committee of the Co-operative Union?—Yes.

16,222. And you have been a member of a co-operative society?—Yes, for eight years.

EDUCATIONAL WORK OF CO-OPERATIVE UNION.

16,223. (*To Mr. Halstead.*) Will you tell the Commission something about the educational work of the Co-operative Union?—Last year the educational grant from the whole of the societies amounted to 34,487*l.*, that is, the amount granted by the whole of the societies. As to the kind of work done there is no detailed statement available as to the amount spent on different kinds of work done, but the following report for 1887 on educational work in connexion with the Co-operative Union will show how, and approximately, in what various amounts, the funds have been spent at the present time.

A Summary for all the Sections.

Name of Section.	No. of Members.	Educational Grant.	How Expended.									
			Reading Rooms.		Libraries.		Lectures.		Classes.			Distribution of Literature and *Co-operative News.*
			Amount for Year.	No. of Reading Rooms.	Amount for Year.	No. of Volumes.	Amount Expended.	No. of Lectures.	Amount Expended.	No. of Students.	No. of Classes.	
		£	£		£		£		£			£
Midland - - -	78,983	1,076	234	11	197	8,252	62	36	37	182	7	32
Northern- - -	126,846	1,818	798	21	474	13,108	70	11	107	431	23	42
North-Western - -	437,875	16,182	8,078	236	2,536	157,265	620	149	1,117	2,338	143	239
Scottish - - -	145,043	1,703	352	10	163	8,207	94	15	25	270	2	145
Southern - - -	123,823	1,827	221	12	328	8,887	54	22	60	100	8	81
Western - - -	33,049	650	208	7	175	6,294	57	64	64	396	1	—
Total - -	945,619	23,256	9,891	297	3,873	202,013	957	269	1,410	3,717	184	539

16,224. In what kinds of schools is this work done, or by what lectures?—The main of them are classes and lectures. The first item that I notice is co-operative book-keeping, instruction in which is generally given in connexion with the separate co-operative societies. The second is instruction in co-operative principles, in elementary and advanced stages. Previously, science and technology, and shorthand, and music had been taught in connexion with the societies, and courses of lecures on elementary hygiene, domestic economy, and miscellaneous subjects, mainly social or economical, and also University Extension Lectures had been provided.

16,225. What I rather wanted to come to was this: Is the work which your educational branches do done in schools, or by distinct lectures, which are given under your auspices?—Generally in connexion with the societies in rooms of their own, and by teachers of their own appointment.

16,226. That is to say, it is in the nature of lecture courses, which are worked in connexion with the co-operative organisation?—Sometimes it is in the nature of lecture courses and sometimes classes.

16,227. By whom are these lectures given or these classes held; by the co-operators or other persons whose services you obtain for the purpose?—The lectures on co-operative questions are generally given by co-operators. The classes on science are taught by qualified science teachers under the Science and Art Department. The lessons on technical subjects under the City and Guilds authorities are given by their own authorised teachers. Then the university extension lectures are given of course by qualified university extension lecturers.

16,228. But those also are connected with and used by your society?—Yes.

16,229. Are these lectures all given in the evening?—No, not all of them; I know of a few cases where they are given in the day time, but only a very few.

16,230. (*Dean of Manchester.*) Where are there any in the daytime?—Hebden Bridge is one case I remember.

16,231. (*Chairman to Mr. Peaker.*) Have you any further illustration upon this subject to add to what Mr. Halstead has said?—In our own society, that is, the Leeds Society, we have classes and lectures during the day in connexion with the Women's Guild which is supported by the educational fund of the society. The Yorkshire Ladies' Council of Education provides the lecturers, and we pay for them. We have classes on dressmaking, for instance, and domestic economy, cookery lectures, and that kind of thing, during the day. Then we have a course of lectures from the Yorkshire College; and we have a course of lectures on Saturday evenings all through the winter for our own society, the syllabus of which I will hand in.

16,232. (*To Mr. Halstead.*) You would consider, I suppose, the kind of work which your organisation undertakes as being of the same general type as that which is done in the continuation schools; or do you consider it more akin to university extension work?—Well, both I should say. We have in connexion with some of the societies, classes in French, and classes in connexion with syllabus of the duties of citizenship; and of course we have university extension classes at some few places, so that really we do the work of both.

16,233. I suppose there is no restriction of age at all in regard to the classes; a person can attend irrespective of age?—It does not matter how old he is; I do not think that they allow particularly young people to attend.

16,234. Very young people, of course, would hardly be in a position to come; but I mean that they do not exclude persons over 21 years of age, for instance?—No.

16,235. Speaking generally, are the great bulk of the attendants persons engaged in some kind of work during the day?—Yes, generally.

16,236. Then you consider that you are adding, I suppose, another organ or appliance of education to those which have been already provided by the county councils and borough councils, and by the Science and Art Department?—Yes; I consider that we did a lot of the work that has been done by other organisations before those other organisations came into existence. The continuation school work was really done by the co-operative societies in a good many districts.

16,237. Do you conceive that there is any way in which your work could be more usefully combined with what is being done by those other organs?—Yes; I think that as the continuation schools are now at work, we might stop that sort of work and take up special work in connexion with the co-operative movement, and devote ourselves especially to that.

16,238. Will you indicate, if you please, what kind of work you mean?—I mean the work of the continuation school—technical education; not university extension work yet, although I hope the time will come when we can drop that and take up special work of our own in connexion with it.

16,239. (*To Mr. Peaker.*) How would that be in Leeds, considering that you possess there under the auspices of the Yorkshire College, or in direct connexion with it, an important organ for technical instruction?—In Leeds we do not spend so much money from the co-operative society for educational purposes as is done in most other societies, simply because the ground is so well covered by existing organisations.

16,240. (*Dean of Manchester to Mr. Halstead.*) It has fallen to my lot to know something about the work of these schools of yours, especially in Rochdale, and there was at one time a little feeling of jealousy lest your province should be encroached upon. I rather gather from your evidence that that feeling is somewhat disappearing; is that so?—I think it is gradually disappearing.

16,241. You would not be sorry in point of fact, that, say, the county council should take up most of the work in which you have been engaged?—Not generally. There are districts, I think, where the co-operative movement could do that kind of work perhaps where a technical school could not work very well.

16,242. Why should not the technical movement extend under the direction of the county council to those very places. You are thinking I suppose, of some of the out-of-the-way places?—Yes.

16,243. Do you think that that had better remain with yourselves?—I should wait to see the developments. There is a practical difficulty about the outlying districts in connexion with technical education; the distance from any large centre where good technical education would be given would be a serious drawback to an ordinary artisan; I mean as to travelling the distance, say, at night.

16,244. Then do you find that you are able to provide the appliances of education for such people yourselves?—Not very exhaustive ones. I mean, not of a thorough technical education; but I think we can give a fair introduction to the subject, and perhaps create a desire for these things in the outlying districts.

16,245. But if the county council took up the work generally, I suppose the county council would endeavour, itself, to provide all these appliances, would it not?—I should be glad if it would do so, because it would set free more money for other educational work.

16,246. Then you would remove your moneys which you have been devoting so admirably, to my knowledge, for so many years in these ways and would use them in some other ways?—Yes, it would be advisable to do so.

16,247. What would be the ways in which you think that you could use them: in the extension of the co-operative idea, or what?—In the first place I would have courses of lectures in connexion with the co-operative movement, especially bearing on the movement itself, and its relation to

the rest of the community; I think that that is undertaken by the classes held in connexion with the teaching of co-operative principles; and I would also, in the outlying districts in particular, attempt to build up good libraries. I know that it is a serious difficulty with the student working-man to get hold of the best books on a subject. It is really important that working-men should have the shortest possible cut to the largest amount of knowledge.

16,248. Then the fact is that if you could utilise these moneys in another way you would compass objects which are very dear to the co-operative system?—Yes.

16,249. Namely, these two in particular: the extension of the idea of co-operation and the provision of libraries?—Yes.

16,250. And you would contemplate resigning, so to speak, your educational work as it has been in the past, because other bodies take it up?—Yes, we should adjust our work to the work of other bodies.

16,251. (*Sir Henry Roscoe.*) Are there any other subjects under the Technical Instruction Acts which you particularly desire to see widened and established on a better basis than you find at present?—Yes, in connexion with the scholarships, I would like to see some modifications in the interest of the working classes, some special provision made for working-men—*bonâ fide* working-men.

16,252. Would a portion of your fund, do you think, be applicable to such purposes?—Scholarships are given now in connexion with the extension movement for co-operators to go to the summer meeting, either at Oxford, Cambridge, or Edinburgh, as the case may be.

16,253. Have you any scholarships from your fund which are available at any of the technical schools throughout the country?—I do not remember any. There is the Neale Scholarship in connexion with Oxford University, tenable, I believe, at Oriel College.

16,254. But there is nothing, so far as you know, in connexion with the technical schools in the north of England?—I no not remember a scholarship tenable there.

16,255. Supposing you found it necessary or desirable, or possible, as you have already said, that a part of your work should be dropped, in view of an extension of these technical schools, where the subjects that you desire to see taught are taught; would it not be advisable that some of your money should go in the form of scholarships or bursaries to young men to pay their travelling expenses as well as the fees? Has that matter ever been brought before your union?—To a limited extent I should think it desirable, though I am not sure that I am as decidedly in favour of technical instruction as some working-men seem to be. I am in favour of it, but I think we have gone almost far enough. It is only the special workmen who can avail themselves of these technical scholarships. As regards the ordinary workman, I do not think that these scholarships do him really much good—not in his ordinary work.

16,256. But still they are of importance as picking out those who have greater power and greater ability than the rest of their fellows, to bring themselves up to a higher level. That you consider, I suppose, an important matter?—Yes, I think it is desirable that the co-operative movement should have regard to that side of educational work to some extent.

16,257. Does your Co-operative Union spread over the whole of the country?—Yes.

16,258. Chiefly, I imagine, in the northern counties?—It is strongest in the northern counties.

16,259. Can you speak for the south as well as the north?—No; I do not really know much about the south of England co-operators.

16,260. (*Mr. Hobhouse.*) I should like to know whether your funds are applicable to the general education of working-men, or only to their

education in special branches of knowledge?—The syllabus in connexion with the teaching of the principles of co-operation covers a very large amount of the teaching in connexion with the syllabus of the duties of citizenship—the Code issued by Mr. Acland recently.

16,261. Still the fund, as I understand, is appropriated to teaching the principles of co-operation, whatever those principles may include?—(*Mr. Peaker.*) Part of the fund. I know of societies which, before the school board took it up, actually ran evening schools. The Barnsley Society, for instance, very successfully ran an evening school when the school board would not touch it.

16,262. In general subjects?—Yes; they appointed themselves the managers of the school, and they got a grant from the Department, which would provide a room and teachers for ordinary work. The school board now, at Barnsley, has just taken over that evening school, and relieved the society of the responsibility for it; but the evening school is actually not as successful now under the school board as it was under the Co-operative Society. In addition to that, the town itself was asked three or four times to adopt the Free Libraries Act and refused; but the Co-operative Society, immediately they saw their way do it, some four or five years ago, provided a library of 6,000 volumes, and there were not 10 books out of those 6,000 that were on purely co-operative subjects; it was general literature.

16,263. And that library is still going on?—Yes, that library is still going on, but there is now a public free library, owing to the munificence of a local gentleman, Mr. Harvey, I believe.

16,264. But I take it that, generally speaking, now that evening schools are being carried on by the public authorities, your society has given up the general education of the working classes?—To a very large extent, except so far as the lectures, the university course of lectures, and the classes in some of the subjects are concerned. The Rochdale Society, for instance, has just given up its classes under the Science and Art Department, because that ground is already covered; but we are trying to persuade the people in the localities to take up subjects which are not paid for by grants in any Government Department, such as modern languages. Modern languages are not paid for to any extent, either by the Education Department or the Science and Art Department; and our anxiety is not to go overlapping work that is already provided by the State, so that we are now turning our energies, to some extent, into the channel of modern languages in order to make our young people better commercially educated than they would otherwise be. Immediately we found out that much of our money spent in science and art was being, to some extent, wasted on account of the State providing money, we tried to find a new channel for our educational fund. We have sent out only this October a circular to our bodies asking them to devote their attention to modern languages, as that is not provided by the State.

16,265. And with regard to the university extension lectures, I suppose you would exercise some choice of subjects there in aiding them?—That is done to some extent. We generally know the lecturer. We do not ask for the subject, but we do ask for the lecturer.

16,266. But you would not confine your aid to a narrow selection of subjects?—Certainly not.

16,267. You really then aim at general educational work principally?—To a large extent. What we are anxious to do is to lead working men to be able to enjoy a life of culture alongside a life of physical toil.

16,268. (*Mr. Llewellyn Smith to Mr. Halstead.*) At Hebden Bridge you have had a number of very successful courses of university extension lectures, have you not?—Yes, that is so.

16,269. And it is within your knowledge that some other societies, for example, the Oldham Society, have also had a number of courses of university extension lectures?—Yes.

16,270. Is it your opinion that those courses could have been made equally successful and equally attractive to workmen if they had been organised quite independently of your societies by some local committee?—I am not sure of that for a start. I rather think that the co-operative movement could manage the initial stage best, because we have an educational fund. We pay for the lectures, and what people pay for I fancy they value rather more, perhaps. I do not think that if a public body had to start straight away in connexion with the working classes, the working classes would, perhaps, take it up with the same zest at first. They did not in connexion with the co-operative societies at first.

16,271. But you can provide at once an audience of working men who feel that they have a part in the organisation of the courses, that they are paying for them?—They are not all co-operators that come by a good deal.

16,272. But they are managed by the co-operative societies?—Yes, they are managed by the co-operative societies; but they are thrown open to the public, and the public largely avail themselves of the lectures.

16,273. So that you would hold that there was a distinct advantage, at all events in the initial stages, in the connexion of the co-operative society, as the working men's organisation, with those lectures and classes?—Speaking with regard to the past, I think we have drawn attention to the work in a very much larger measure than it was drawn to it before. In the north of England there were some very successful centres worked independently, I believe, of the co-operative societies; but I think that the co-operative societies have drawn the attention of the working class generally to the movement more than any other agency, perhaps.

16,274. Are there any of these lectures or classes which are managed by the co-operative societies but aided by public money, by the county councils, for instance?—Yes; on technical subjects we have had some at a town near Hebden Bridge, that were aided by the Yorkshire West Riding County Council; but they were not so successful on technical subjects as on historical and literary ones.

16,275. So that if the county councils or some other public authority had funds which it could spend on general subjects of education, Secondary Education as well as technical, you think that that difficulty might be got over?—Yes. I have got some very strong evidence on that point; I do not know whether the Commissioners would care to hear it or not, but it is from the secretary of a co-operative society. This is a letter from the secretary of a co-operative society that have had lectures for several years; they have had some lectures on historical and literary subjects, independent, of course, of the aid from the county council; and this is the opinion of the committee: "You are quite aware that we in "Todmorden have had several courses of lectures under the Oxford "University Extension Scheme, our society alone having spent close "upon 200*l.* by lectures. Some years ago we made application to the "West Riding County Council for a grant in aid, but we found that "no help could be given to us unless the subject chosen for the "lectures came under the Technical Instruction Act." (Then he defines the Act.) "That Act defines technical instruction to mean "instruction in the principles of science and art applicable to industries, "&c. No grant can be conceded for historical, literary, or economic "subjects. This, in our opinion, is manifestly unfair. Instruction "defined as technical is not the only instruction needed, and we think "that the scope of the Act ought to be extended, so as to take in "the subjects named above." (Then he makes a statement of fact) "The "tendency of the Act is to develop a one-sided educational system. I "I would respectfully ask you to present this matter before the Commis-"sion, and I would ask for the scope of the Act to be extended, or more "discretion allowed to the county council or other body to administer "any sum the Treasury may vote. In brief, in our opinion, the Act is "not wide enough, or its administration is not elastic enough to cover

" the ground required. If we could have had a reasonable grant in aid, " I have no doubt Todmorden would have looked forward as regularly " year by year to a course of lectures as it looks to its dividend day." (I may say the dividends are almost as regular as the equinoxes.) "As " things are, we have had to give them up on account of expense. The " strangest part of it yet remains to be told. You are well aware that we " have an exceptionally good school board in Todmorden, and they are " doing far more in the direction of technical education than we possibly " could; yet three years ago our committee, in order to get a grant in " aid, had a course of lectures, and a technical subject was selected. We " got 30*l.* from the West Riding County Council, and how was it " expended? By covering the same ground that was being covered in " the same district by the school board. We made no application after- " ward, for we regarded that money as almost wasted, whereas if we " could have had a grant for a literary or a historical subject, we should " have broken up new ground. Again, to show you that there is a " demand for other subjects outside the Technical Act, allow me to say " that we were the least successful with the course for which we got a " grant than any that has ever been given, for the simple reason that the " board school had met the requirements of the district in that branch of " education."

16,276. We may take it that that represents your own views as well as that of the writer of the letter?—It represents not only my own view, but that of students whom I know in Oldham, in Bristol, in Cornwall, and, I believe, in the north of England, in Northumberland.

16,277. Supposing that that restriction were removed, do you see any reason why the great co-operative societies in the north, and, perhaps, in other places, should not continue to organise and manage classes and lectures, receiving funds for the purpose through the county councils. You spoke as though the county council taking up the work would necessitate your dropping it; is that your view?—If we cannot have an ordinary local organisation, say a school board, or some other local or district organisation, undertaking the general educational work of the district, I should be in favour of the co-operative societies being helped; but I think the co-operative societies would do best to specialise in their own work and adjust their work to the work of some other educational bodies.

16,278. (*To Mr. Peaker.*) Is that your view also?—I confess that I do not quite agree that the co-operative societies ought to specialise on their own work entirely; but I think there will be always room for co-operative societies to spend money on general education, in order to give men a pleasure in after life, in the way of university extension lectures and that kind of thing in the societies. I mean to say that men get so married to co-operative societies that they are glad to be about their rooms at any time, and if we could only be educating them by means of lectures, it would give a life of pleasure, and lead them to think of higher things than £ *s. d.*, as it were; and I think we should be doing good work; and I think the society generally would be prepared to do that.

16,279. Having got together a workmen's organisation, and a number of people accustomed to come about the place, you think they would come more readily, and take more interest in the classes than if they were organised by an independent body?—I will give an example in our own town. We have a room that will hold at least a thousand people, and every Saturday night throughout the winter, we have some lectures either on a literary or an economic subject.

16,280. Is that the Leeds Society?—Yes, the Leeds Society. And once a month we have a concert by a choral society, which we have founded and paid for out of our educational fund. Every Saturday night that room is full with an almost entirely working-class audience, working men and their wives, we have both men and women come; and I think the members of the society would insist that that kind of thing should go on.

16,281. I gather that your view is that the special work which the co-operative societies could do better than some others is in solving the problem of adult education, rather than teaching children?—Yes, that is quite true.

16,282. (*Mr. Yoxall to Mr. Halstead.*) Do you suppose that the sum of 750,000*l.* per year is any too much to spend upon the purely technical education of the people of a country so manufacturing and commercial as our own?—I have really not thought on that special point. I do not think that my views on technical education are the common ones among working men. I think that specialisation in industries is so great now, that except for the really expert workmen technical education is of very little practical service.

16,283. But you would not wish that money should be expended upon literary and historical subjects, the arts side of Secondary Education, at the expense of the neglect of the technological side of Secondary Education?—No, I would not go in for neglecting the technical side, certainly; I would rather have the addition.

16,284. Does it occur to you that after the establishment of a satisfactory local authority which would have the direction of Secondary Education, including technical education, in the locality, your societies for that locality would be likely to contribute yearly, a considerable grant of money in the form of scholarships or bursaries to be disposed of for the benefit of the people of the poorer classes who wished to enjoy the advantage of study, to be disposed of by the local authority, provided that, on the other side, the local authority would afford to your societies, who made the grant, some representation upon that local authority?—I think the committee of the co-operative union would be in favour of that; I am not sure about the individual societies. I fancy that the large societies would, but the small societies would find it rather a serious burden except to contribute some quota towards the scholarships.

16,285. (*To Mr. Peaker.*) I think you, too, are a member of the educational committee of a co-operative society?—Yes, of the Leeds Society.

16,286. Would you tell us how that education committee is elected?—The chief societies all over the country have found out that it is better to have the committee elected for educational work only, than to make the education committee of the society a sub-committee of the directors. For instance, in our own society, I do not suppose that a man like myself would ever be elected a director of the society for general work; but they found out that men like myself are very useful to them on their education committee, so that they elect the education committee, seven of us yearly, for educational purposes only. They tried the other way, and although they might get a man who was a very good business man, a good man as director of the society, they found out that it was wiser and worked better to have men elected for educational purposes only to do the educational work.

16,287. And do you suppose that the opinion of the co-operative societies generally would be in favour of direct election, for educational purposes, of an educational authority rather than any other course?—Yes, certainly; the view of everybody whom I have spoken to in the movement is that our experience ought to be a valuable guide to go by; that any authority that has to look after the education of a district, whether primary or secondary or both, should be an authority elected for its expertness in educational work, and not because of its general business capacity.

16,288. (*Lady Frederick Cavendish.*) I think you mentioned that under the Yorkshire Ladies' Council, you have lectures and classes for women in the winter?—Yes.

16,289. Are there any in the evening?—I think not at present.

16,290. Then I suppose the women who attend are not of the wage-earning class, but of the bettermost class?—They are very largely of the wage-earning class.

16,291. How can they afford the time?—They do afford the time; it gets so interesting that they do afford the time, one half day a week, generally on a Monday afternoon, which we find is not a busy day generally for working men's wives, and the classes are well attended.

16,292. Are they increasingly popular?—They are increasingly popular. The women themselves pay a penny for each lesson, which is returned to them at the end of the term; that is a sort of guarantee to us of good faith. We ask them to pay one penny for each lesson, then we return the money in a lump sum. If they have twelve lessons, they have a shilling back at the end of the course.

16,293. It guarantees that they mean to continue seriously at it?—That is the reason of it.

HIGHER GRADE ELEMENTARY AND CONTINUATION SCHOOLS IN RELATION TO THE WAGE-EARNING CLASSES.

16,294. (*Chairman to Mr. Halstead.*) Will you be kind enough to tell the Commission what you think, generally, are the further facilities which the wage-earning classes need to secure for them proper access to Secondary Education?—Beginning at the elementary system, at any rate, the higher grade system, I think some modification ought to be made in our higher grade system in the interest of artisans' children, I mean children who go to work, say, at 10 or 11 years of age, half-time, up to the age of 13 or 14. I think that the higher grade system is too great a stress upon them for the time that they can devote to school work, and that under the present system, the artisan class, and the one that I name here, those who go to work, do not get their fair share of the advantages of the higher grade system. I think also that the instruction in connexion with this higher grade system is too one-sided, too scientific, and too technical. I know that we have children who have literary tastes—tastes for studying other things than science and mere technical matters—and I think a little bit more provision on the arts side of the educational work, would be a great advantage. You will notice in my syllabus that I have divided the working class into two sections, and I think that that is a division which we should have regard to, in any work undertaken in the interests of the working class. I think everyone knows that ability belongs to no particular class, and that we have in the working class exceptional talent occasionally; and some better provision for such cases should be made than is made. I know a good many working men who have won scholarships, but they have won scholarships because they have worked terribly hard; they have got their scholarships, and have gone to the college or schools as the case may be; and when they have got through their curriculum, they are mostly broken in health: the stress of the work has been so great, and the poverty is sometimes so keen, that they cannot get the necessary requisites, even the bare necessities, as well as the apparatus necessary for the scientific teaching.

16,295. That is to say, that they have had to carry on their intellectual work in preparation for those scholarships, while at the same time supporting themselves, perhaps, by severe and constant manual labour?—Yes. For example, I know one working man, and I know him very well, who in one year, I believe, passed 17 subjects under the Science and Art Department, and I believe worked almost all the time at four calico looms; I think that more provision should be made for cases of that sort, more liberal scholarships should be provided, and also special scholarships.

16,296. What age was this working man of whom you are speaking?—I could not speak definitely as to that, but I should say about 21 when he got the scholarship, as far as I could judge.

16,297. At any rate, it was a good while after the period of stopping school work had been reached; he was a good deal older, I mean, than the age when people usually leave school. It is cases such as those that you refer to?—Some of them; but there are cases in connexion with elementary schools that I know of. I know several cases of children whose parents have been asked by the schoolmaster, or some other authority in

the district, to allow their children to compete for a scholarship, and the parents have been as willing as could be, but could not afford it; for one thing they could not afford to lose the wages of the child at work, and also supplement any difference that there might be in the expense of educating the child over and above that supplied by the scholarship or grant.

16,298. The case that you are putting now would seem to require to be met by scholarships, would it not?—Yes.

16,299. There are some scholarships, but I suppose you consider that the supply of scholarships is inadequate?—The amount of the scholarships is inadequate; and I think that the conditions of competing for some of them are seriously at fault as regards the working class.

16,300. You think that the amount is inadequate; do you mean by that that it would not be enough to have free education, but that there must be also a substantial sum payable to replace the wages which the young person would otherwise earn?—Yes, to meet the maintenance of the child while at school.

16,301. Can you give us any idea of what you think the amount of such scholarships ought to be to meet that difficulty. In your own district, for instance, what do you think the amount of a scholarship should be, to induce the parent to keep his child at school instead of sending him to a mill to earn wages?—I think it should cover the maintenance of the child while at school, and should leave the family fund, if you will allow the expression, completely free.

16,302. Do you mean that it should cover the maintenance as well as cover the amount which the boy would have earned in the factory?—Yes, I think that would be the fairest.

16,303. To do both?—I really do not understand your point fairly. I understand you want to know whether I can state any specific amount as necessary to induce the parent to allow his child to have the advantage of these scholarships.

16,304. Speaking roughly, having regard to what boys would earn between the ages of 13 and 16 in your district?—I think they should cover the maintenance of the child.

16,305. But can you give us any idea of what the maintenance of the child would be?—No, I cannot; I have no children of my own, so I cannot gauge the precise amount.

16,306. Can you specify a sum of money which you think would be enough in your district?—I really have not made the calculation; but I should rather have it in that form, because I really have not made the calculation as to the rates of wages for children; and they vary now, and the age of these scholars for going to work is going up as well, it has done recently, and to state some specific sum in view of any changes that may be made, would be rather risky, I think.

16,307. It does not follow that what the maintenance of the boy cost would be the same thing as his wages. The standard of what the boy would earn, and the standard of what it would cost to keep the boy, would not necessarily be the same?—No.

16,308. I understand that the two classes that you desire to refer to are, first, those wage-earning children for whom a good general education ought to be provided as fitting them to be useful members of the community, and to have some enjoyment in life beyond that which is connected with their work, and secondly, those who, on the other hand, possess special talents which will enable them to rise and to reach eminence in some walk of life. Those are the two classes whom you intend to distinguish?—Yes. I think the educational system ought to be adapted to those two classes.

16,309. You conceive that scholarships ought to be provided for the second class?—Yes.

16,310. But you have very properly called attention to the case of the first class also; will you therefore tell us what further facilities for Secondary Education are required for the first class?—I think that the continuation schools will probably do a large amount of that work that has been necessary in times past. I think that every student working man will have found that there has been too big a gap between the elementary system and, say, the classes held under the Science and Art Department, and the lectures and classes held in connexion with the university extension movement.

16,311. That is to say, you mean that what the elementary school does for a boy or a girl is not quite enough to enable him or her to begin to profit by the university extension lectures?—Yes.

16,312. Then would you, please, explain how you think that that gap should be filled up?—There are two ways in which that could be done, I think. I would suggest that the elementary system of education should be relieved, in the interests of artisan children who are destined for trades of some kind, from the over pressure arising from the enforcement of the present Code, either by (*a*) raising the age at which children can go to work, and thus extending the time for compulsory attendance at school, and for bringing the children up to the requirements of the higher grade system of the school board; or (*b*) by absorbing the higher stages of the higher grade system of instruction along with the present curricula of the evening continuation schools, and adopting compulsory attendance, up to the age of 15 or 16 years, on the part of artisans allowed to go to work full time at 13–14 years. The latter seem to me preferable, because (1) it would allow more time for the learning of trades in actual life, and (2) at the same time it would (*a*) relieve pressure on young undeveloped minds of children in the elementary day schools, and (*b*) distribute much of the mental strain over that period of artisan life when there is generally the least physical strain from manual work, (*c*) when the mind is more capable of forming habits of observation and possesses larger power of generalisation needed in more advanced stages of instruction, and (*d*) when tastes for higher education begin to show themselves; thus bringing continuity of education to correspond with intellectual developments both as to time and method. That expresses my views, in a systematic form, on that question.

16,313. Will you now indicate a little more exactly what educational appliances you think would meet those difficulties?—If we had to adjust the elementary system or the higher grade system according to the plan that I have sketched out, I should recommend that the classes held in connexion with the evening continuation schools should be of such a character that the student may go (1) in the direction of organised science subjects (night Science and Art Department classes), or (2) in the direction of organised instruction in history, literature, and political economy, by an organised university extension movement worked through the local school board organisation, or an amalgamation of voluntary institutions existing for similar purposes. I prefer, personally, the school board organisation.

THE TEACHING OF POLITICAL ECONOMY IN CONTINUATION SCHOOLS.

16,314. I suppose you have found that in lectures upon the principles of co-operation it has been necessary to bring in a certain amount of teaching of political economy?—Yes. [*See* note at end of Mr. Halstead's evidence.]

16,315. Can you suggest to the Commission how better provision could be made for teaching, at any rate the general principles of political economy, either in continuation schools or higher grade schools, or any other schools that would reach the class which you are considering. I mean that as a co-operator you would naturally feel interested in having that subject made prominent?—Yes; but I was instructed to lay before you the case of working men as well as that of co-operators.

16,316. Certainly, and I desire that you should put it from both points of view?—I think the syllabus of the co-operative union for teaching the principles of political economy as applied to co-operation, is sufficient,

and perhaps co-operators could meet that side of the difficulty, could specialise in that direction.

16,317. But taking political economy in its more general sense, and considering it as applying to a variety of questions which have and ought to have a great interest for all classes, and certainly not least for the wage-earning classes, what would you say?—I think the best place would be in the evening continuation school, in every subject. I have found that workmen have this opinion, that for the working-class, at any rate, there needs to be some broad general teaching for each special subject similar to the general instruction which, say, physiography, gives for an introduction to the physical sciences, and if some text-books, some system of instruction, could be arranged similar to what physiography does for physical sciences, for each particular subject, I think it would be a good thing for the working class.

16,318. But would you not feel that political economy was a subject which evidently required not only a good text book, but an extremely thoughtful and competent teacher; is it not a subject for which text books would not be enough without extremely good oral teaching?—If you will allow me to name a particular book to illustrate my object, I think I can express my opinion. If we could have authorities to write a text book, on these special subjects, containing both general teaching such as Huxley's Primer on Physiography, I think it would be a good thing; and if we got a good small text book of that sort, I think the teachers would be forthcoming in time to give the broad general teaching.

16,319. (*Sir Henry Roscoe.*) But is there not a very broad distinction to be drawn between the subject matter of the physical sciences and that of sociology; is not the one case much more simple than the other?—Yes, it is; and that would of course increase the difficulties.

16,320. (*Chairman.*) I understand you to prefer that this subject should be taught rather in the continuation schools than in the higher grade schools; is that because you think it is a subject a little too advanced for children in the higher grade schools, or do you conceive that it might be taught even in a higher grade school; I think that a lad of 13 is hardly capable of mastering the syllabus of the Science and Art Department.

16,321. I was asking you rather with regard to the teaching of the elements of social science and economics, whether you think that that could be done for boys and girls in higher grade schools, or whether you would reserve it for the continuation schools?—I should reserve it for the continuation schools, to the latter end of the curriculum, just as I would reserve the organised science courses under the Science and Art Department for that stage.

16,322. (*Dean of Manchester.*) I suppose one reason for that would be that you think you might get from perhaps the university colleges in the neighbourhood competent teachers in continuation schools, and you would not be likely to get them in the daytime; have you thought of that. In the continuation schools, for example, in Manchester we are availing ourselves of the services of one of the men from Owens College: we could not have had that man in the daytime, but in the evening we can have him, and as competency, as you very justly observed, in oral teaching is quite as important as anything else, that advantage would accrue if the subjects were taught in continuation schools?—Yes, that would be one adjustment to other educational work, certainly.

16,323. (*Chairman.*) Do you think that with advantage these subjects could be somewhat more emphasised in the university extension lectures, that the university extension lectures might with advantage be more largely utilised to deal with these topics, recognising the very great importance which you have justly said they possess?—I should rather have the evening continuation school to take the very elementary stage of those subjects.

16,324. (*Sir Henry Roscoe.*) Is the elementary stage concerned with the duties of a citizen, we have heard a good deal lately about that. Do you not know that that has been introduced into the Code as one of the subjects desirable to be taught?—Yes.

16,325. (*Chairman.*) I suppose you would think that that was a part, but only a part of, what you desire to recommend?—It is only a part. As I say, I would take the higher stages of the higher grade system, and put them in connexion with the whole curriculum of the evening continuation school for the benefit of the working-class youths who go to work at 13 to 14.

EXTENSION OF COMPULSORY ATTENDANCE.

16,326. (*Sir Henry Roscoe.*) Did I correctly understand you to say that you advise and would suggest that for half-timers, attendance at a continuation school up to the age of 14 should be made compulsory?—Not of half-timers; but I would allow them to go to work full time, say at 13 or 14, and adopt compulsory attendance of full-time workers up to the age of 16.

16,327. (*Dean of Manchester.*) Do you think that the British public is prepared for such a revolution in the wage-earning classes?—You must know that the working-man has not a very large acquaintance with the British public.

16,328. But you are the British public. I will say, the British working people, the wage-earning class; are they prepared that their children should be compelled to attend school so long as you anticipate, or contemplate, rather?—I can say this: that the educated working men that I am acquainted with are all in favour of it. I may say that they have converted me to it; I have very reluctantly adopted the idea of compulsory attendance.

16,329. For so long as that, do you mean; to such an age as that?—Yes.

16,330. (*Sir Henry Roscoe.*) How many nights in the week does that mean?—That would depend on local arrangements of course. I am not prepared with a scheme for suggesting how many nights should be insisted on for attendance.

16,331. You are aware that there is the same principle of compulsion in existence in other countries, in Germany, for example?—Yes, I am just aware of it; I do not know anything of the details.

16,332. (*Dean of Manchester.*) You mean in the evening continuation schools?—Yes.

16,333. Oh, you are only speaking of evening schools?—Yes.

16,334. Then where would you put the compulsory attendance at day schools; that is what I was thinking of?—I think I would leave matters much as they are; perhaps up to the age of 14 there would be an advantage.

16,335. Then up to 16 the compulsion is to be in evening continuation schools?—Yes, that is my idea.

16,336. And you think that the working people are not only prepared, but anxious for that?—The educated working men that I know are in favour of it.

16,337. (*Chairman.*) But that is not quite the question. Do you think that the public opinion of the working classes generally would support a proposal to that effect. I can quite understand that the *élite* of the working class should be in favour of it, but the question for us as practical men is, whether we can recommend it with the hope that it would meet the views of the masses, the bulk of the working classes?—I am afraid that they would resist the attempt at first just as they resisted compulsory attendance in the elementary schools, but I think that in time we should get over that.

16,338. Still of course you must take it, bearing in mind what you told us just now about the mental strain involved in adding intellectual to

physical work, that compulsory attendance in evening continuation schools, where people have been working hard all day, might, at any rate, in case of delicate constitutions, be considered a severe strain?—I am sure it would be a hardship for the delicate ones, and I fancy that it would be difficult to frame any scheme that would fit every corner.

16,339. (*Lady Frederick Cavendish.*) You said that there was a great deal of opposition to compulsory attendance in elementary schools; but was there. I thought that people generally submitted to it with most wonderful readiness?—I know that there was a strong feeling on that subject.

16,340. (*Dean of Manchester.*) At first; but I suppose you know that it is modified very largely?—Yes, it is modified now. That was my point; I wanted to point out that there was an unwillingness to admit the compulsory principle at all.

16,341. (*Chairman.*) And you think that the distrust which might at first be felt, of a provision of this kind would similarly disappear after a little time?—I think if the working class could be shown that their children could be relieved of the extra pressure of the present Code while they are at school as half-timers, they would, if not exactly willing, be more relenting in their opposition to the compulsory principle up to the age of 16.

16,342. (*Dean of Manchester.*) But the two would have to go hand in hand, would they not. The two ideas would have to run together; there would have to be a modification in the day time?—Yes, I think so. I think the strain is enough now for the child, and that one of the results is, that the children get disgusted with the education that they receive in the elementary schools now, and run away from all educational work until they are about 17. Then their taste for higher education begins to appear. They find themselves out of touch with the elementary work which they did fairly well at the elementary school, and, I think, the connexion wants making up; that what you have to do is to relieve the pressure all along the line, and keep up the continuation until the taste for higher education begins to appear.

16,343. (*Chairman.*) You would feel, I suppose, that if the pressure was removed, that gap might be much more easily bridged over, and then, at 17, you would have the boy or girl who had been attending the continuation classes ready to profit by the university extension classes, and teaching of that order?—Yes, that is my view.

16,344. (*Mr. Fenwick.*) Supposing that you relieve that pressure in the elementary day schools, do you think that there would be any necessity for applying the principle of compulsion to attendance at evening continuation schools. You have just now told us that it is because of the pressure in the elementary schools that the boy gets disgusted with the attendance thereon, and he leaves the school, and gives up all idea of improving his mind until he arrives at the age of 17, and then he takes up again with the culture of his mind?—Yes.

16,345. Well now, my point is this: if you relieve that pressure in the elementary stages, would it be necessary, in your opinion, still to apply the principle of compulsion, in order to secure attendance in your evening continuation schools?—I am afraid so, for the bulk of the children. The exceptionally brilliant ones would, of course, go of their own accord, as they do now. But I only suggest that the over pressure is one of the causes of distaste; of course there are other attractions.

16,346. (*Chairman.*) Is it not the case that there is an age at which boys begin to resent any restriction on their freedom of motion and action a little more than at other ages, and that you would have a little difficulty in that way, just between the ages of 14 and 16, and that their intellectual tastes re-awaken, as you say, at 16 and 17?—Yes; but if the custom became established, I fancy that the children would adapt themselves to circumstances very much as grown-up people do.

16,347. Especially as athletic sports cannot be pursued in the night-time?—I think that some provision might be made in the way of gymnasiums—particularly in the summer months.

16,348. You might, perhaps, connect the gymnasium with the continuation school?—Yes.

16,349. (*Mr. Fenwick.*) Are you aware of any instances where employers do insist upon compulsory attendance at continuation schools until 16 or 17 years of age?—I do not know any personally. I have heard of them.

16,350. So that you could not give us any illustration from actual experience as to how the students like to be compelled, until they reach the age of 17, to attend school, could you?—No, I do not think I could.

16,351. (*Mr. Yoxall.*) I suppose you do not mean us to understand that you think that the evening continuation school, plus lectures, affords a sufficient provision for the higher education of those whom in your memorandum you refer to as Class A., viz., those not wishing to specialise in education, but to qualify themselves for the duties of citizenship, and for mental enjoyment along with a life of physical toil?—Certainly not.

16,352. May we not take it that in your view there should be a very liberal provision of scholarships indeed from the primary school to the secondary school, so that some of those who are not particularly brilliant, but still who wish for themselves, or whose parents wish for them, a higher education, should be able to obtain that higher general education, not specialised, and not as a step towards the university, but still a broader and more complete amount of culture than they could obtain elsewhere; and that for that reason the local authority, or the State should make sufficient arrangements for a considerable number of children belonging to the wage-earning classes to enter the secondary schools as well?—Yes; I should be distinctly in favour of such a scheme.

Relation of Technical to General Education.

16,353. (*Chairman.*) You refer to what you call the excessively scientific and technical character of the system in the higher grade schools; would that apply also to the organised science schools of the Science and Art Department; do you conceive that they also tend to give too scientific a character to education?—My view on that point is that it would be best to use existing organisations. The Science and Art Department I know are doing good work among the working class, and have done, and I should suggest that the Science and Art Department should take the scientific and technical side of educational work, and as we have the university extension movement at work now in connexion with the working-class, I would go in for developing the arts side through that organisation.

16,354. Will you tell me what you mean to cover by the arts side. You have already told us that lectures on the elements of economic and social science would be a part of it; do you include modern languages?—I should regard modern languages as part of commercial education, and I do not think that the working-class, say, under my head of Class A., need a commercial education, but a general education.

16,355. You would include history, then?—History, literature, and political economy; those are the subjects that I should like to see covered by some scheme of education.

16,356. I suppose for the same reason you would like to see the power of applying the technical instruction grant extended to Secondary Education generally, and not confined to the technical subjects?—Yes, I should; not necessarily an extension of the Technical Educational Act, but some kind of provision, either through that channel or some other channel, grants, say, direct from the Treasury.

16,357. But supposing that it was found impossible to get any further money from the Treasury, would you like to see the restrictions imposed upon the application of that grant to some extent relaxed?—Do you mean restriction to technical and scientific subjects?

16,358. I remind you that the money that comes now under the Act of 1890 is restricted to technical subjects. Supposing that there was no other money obtainable from the Treasury, would you like to see that money extended to other subjects than those which have been classed as technical?—I am afraid that it would cramp existing institutions if that were interfered with. I am distinctly in favour of increasing the grant.

16,359. No doubt; but supposing that Parliament were not to increase the grant?—If we could not get that, I should certainly go in for modifying the Technical Instruction Act; but I should certainly think it is greatly desirable that we should have an addition.

16,360. But I presume that you would consider that the evening and continuation schools should retain a scientific as well as literary course; you would make them cover the whole field, so that according to the talent and taste which the boy or girl showed, they could adopt a more scientific, or more literary line?—Yes; I should certainly allow for some amount of specialisation on all those subjects.

16,361. And I suppose you would consider that there was need for a larger number of scholarships than now exists?—You mean for the workman who is trying to get an education as well as to do his work.

16,362. I mean both at the schools and also to enable people to carry on their education to a later age. I mean both to enable the boys to go on in a higher grade or secondary school, until the age of 14 or 15, and also to enable them to carry on their education up to 17 or 18 years of age?—Yes, I should be in favour of some scholarships, though the difficulty there would be, that I think the scholarships ought to go to the specially talented workmen, the big scholarships. For the workman who is really desirous of a general education I think attendance at the University Extension summer meetings, and the granting of scholarships for that purpose, would be a good way to develop scholarships in connexion with the Class A. working man.

FREE SECONDARY EDUCATION FOR WAGE-EARNERS.

16,363. Have you any further remarks to offer upon the possible improvements in the system of Secondary Education which are needed in the interests of the working classes?—The final solution of the education question so far as it affects the wage-earning classes, would seem to me to involve a free State system of education working through local organisation, and which, starting with a comprehensive elementary basis, shall afford all needful subsequent special instruction (secondary instruction, I mean) to suit the different needs of different trades and professions, and to qualify workers in both for understanding and discharging the duties of citizenship, and for living a life of mental enjoyment and pleasure; comprehensive and simple enough for children who go to a trade, and specialised enough to enable exceptional students to gain scholarships and go straight to the university.

16,364. Do you mean to say that all Secondary Education ought to be given without fees?—I think it is very desirable for the working class, the poorer sections especially. I know that it is a serious difficulty with a great many. For example, what can a man earning, say, from 18*s.* to 1*l.* a week, with a family of three children, have to spend on his Secondary Education, general education. I know that he cannot afford it really except he has some other source of income. If he goes in for amateur work of course that limits his leisure, and he is cramped on that side, and if he does not do amateur work he is limited for funds.

16,365. I am going to put to you the two objections which are commonly taken to such a proposal, in order to see what remarks you have to offer upon them. The one is, that in that case you would also give free Secondary Education to other classes who are perfectly well able to pay for it, that is one objection; will you tell me what you think about that?—Yes, but if the educational work was paid for out of public funds, those other classes of people would have to pay to the rates, I suppose, in proportion to their wealth.

16,366. It would, however, impose a considerable additional burden upon the rates if it were taken out of the rates?—Yes, if it were taken out of the rates, but I should suggest, as far as the arranging of scholarships was concerned, that the State, the Central Authority, perhaps might provide those.

16,367. But I understood you to recommend something more than the scholarships; I understood you to recommend a general system of free Secondary Education for all classes in all secondary schools. If I did not rightly understand you, will you please correct me?—I frame my syllabus for the wage earners, which I suggest in my general remarks, as it affects the wage earners.

16,368. But still we must consider how you would distinguish the wage earners from the others, and how you could provide a system of perfectly free education for all wage earners, but also retaining fees for other classes. That is a difficulty which would have to be dealt with?—The Science and Art Department have a regulation that meets the difficulty to some extent, they insist on larger fees from people who have over certain rates of income, andthat would be one way of meeting the difficulty. But I suppose that under the Elementary Education Act the same difficulty applies.

16,369. But elementary schools are now free, you see, in the standards to all children of whatever class, and no inquiry is made about the income of the parents. Take a secondary school, would you propose that in a secondary school, keeping pupils up to the age, let us say, of 16 or 18, there should be a class that pay fees, and a class which, because they are the children of wage earners, do not pay fees; or would you make the school entirely free?—I know that it is an immense difficulty, and I have really not made up my mind upon it; but I can see that any objection that will apply to free Secondary Education applies also with regard to elementary education, and, as a workman, I certainly would try to correct the wrong twist in the economic condition of things in favour of the working class, by having a standard rate of income where free Secondary Education would be given.

16,370. So that everyone below that standard rate of income should have free Secondary Education, and everyone above it should pay fees?—That everybody below that standard rate of income should have the chance of it any way, and up to the age of 16 should be compelled to undergo it.

16,371. I am going to put to you now the other objection which is sometimes taken to a system of general free Secondary Education, namely, that it might unduly increase the number of persons who would, after remaining long at school, aspire rather to enter the ranks of clerks or professional men of some kind, instead of devoting themselves to handicrafts. That is an objection which is sometimes taken, and I should like to know what you think of it?—My opinion is twofold, really. I believe that if we could provide a system of education of this sort which would give a good general education to the ordinary workman, we should lessen his inducements to get into other ranks of life. Then there is another thing. Of course the workmen's interest comes out very distinctly here, and you must take it for what it is worth. I think that the rates of income in some particular branches of industry and the professions are perhaps out of proportion to the real deserts of those professions, and if we can thrust competition out of our own rank, and into other ranks, we shall equalise rather more the conditions of distinctly industrial work and professional work.

16,372. Would you illustrate by an example what you mean?—For example, I know a working man who, by industry and a little assistance from friends, has gained about the highest qualification, I believe, in my own town as a doctor, a medical practitioner, and of course he has gone into that rank of life. He was a weaver along with myself, and he has gone into another rank of life. There is an increase of competition there. If

we could thrust, as I say, competition in that way into other ranks of life, we should relieve the competition in our own ranks, which, as a workman, I consider to be fair. I know I am open to criticism.

16,373. Is it not the case that the competition in the medical profession is already very severe?—I am not very well acquainted with the medical profession. I know only by repute what is said.

16,374. (*Mr. Cockburn.*) Can you tell us of any profession where it is not severe; say the clerical profession, for example?—I have not sufficient knowledge to say.

16,375. (*Mr. Yoxall.*) I suppose you mean that the person to whom you now refer worked as hard, and probably harder, and did as valuable work, perhaps, during his time of service as a weaver as he is now doing during his time of service as a doctor; but that in his former occupation he received far less remuneration?—Yes, he personally did; but I am speaking of the economic result of thrusting competition from the working class into other classes.

16,376. You gave us an example of the present economic position, and I think that is the inference which you want us to draw from your example?—No, I do not want you to draw an inference that we working men as a class want to get into other ranks of life.

16,377. The inference that I draw from your example is, that the person in question is now receiving much more remuneration than he did before, for probably no better work than he did before?—I am not sure of that; I could not speak as to the quality of his work as a weaver, or to the quality of his work as a doctor; I am only stating the case to illustrate the general economic principle, that, to the extent to which artisans can specialise in education for the higher professions, to that extent will they carry competition out of the ranks of the workers into other ranks of life, and thus help to equalise the conditions between industrial and professional work.

16,378. (*Chairman.*) Do you think that this argument affords any answer to the objection that I put to you a moment ago—that if the whole level of the instruction given to the children of the wage-earning class was substantially raised, and a much larger number of them received what is now called Secondary Education, there would not be that pressure away from manual labour into other fields of work which now exist, or is supposed to exist, just because the Secondary Education is confined to the comparatively few?—I think that the tendencies would be in that direction, that is, a fairly good general education would be an improvement in the condition of the working class; and whilst it would not give the same opportunities for specialised work as I am supposing would be offered to the exceptional student, it would enable the ordinary student to see the risk of entering into competition with those specially qualified for the higher professions and trades, and to see the advantages of their own position as well as its defects, and perhaps prompt them to work for the increase of the former and decrease of the latter.

16,379. Do you think also that the development of technical education, and increasing the element of art and skill to a considerable number of handicrafts, would also meet the tendency to pass from manual work into what are called the clerkly occupations?—I think it would have a tendency to equalise the conditions generally.

16,380. You have not any special illustrations or observations to offer upon those points which have been often suggested as bearing upon the matter?—I certainly know of a workman who has got a good technical education through a scholarship, and of course he is looking out for a situation in that department of work. But with regard to technical instruction, it seems to me that the technical instruction specially qualifies men for the higher branches of any particular industry, and that, as I have pointed out, specialisation being so great now, the man would have every inducement to seek special work for his special education; but I

think that if there were a chance of a good general education for the more educationally-minded working men, the inducement to get out of the class would be decreased somewhat. I think the tendencies would be that way. For I have found the opinion gaining ground among educated working-men, that, unless the scholarships are increased in amount rather than in number, and the conditions of competition altered very much in their favour, it will be better to keep in their own rank, work at their trade, get a fairly good general education for either their own personal enjoyment, or such teaching as working-men can give to their own class.

16,381. (*To Mr. Peaker.*) Have you any observations to offer upon these points now that we have heard Mr. Halstead?—I think not. Mr. Halstead has covered the ground pretty well, I think, so far as our working men are concerned.

16,382. (*Mr. Fenwick to Mr. Halstead.*) There is only one question which I would like to ask you. Assuming that the State should undertake to assist Secondary Education, at what point do you say the exemption should take effect—the income, that is to say?—It would be difficult to suggest a specific income where free Secondary Education should end and where payment of fees should begin. The labour representatives have, however, asked for about 300*l.* a year as a sum necessary to keep a working-class representative in Parliament, and, accepting their views of what is needed to sustain a standard of living in an office of public service, I should be inclined to suggest that sum as the maximum limit of income at which free Secondary Education could be obtained under State authority. The question of educational standard would be best referred to Mr. Peaker.

16,383. (*To Mr. Peaker.*) Is there any observation that you would like to offer on that point?—The new secondary school, I anticipate, would be on the model of the higher grade school. I hope that the new secondary school will to a large extent fit on where the ordinary elementary school leaves off; that is to say, that when the boy has got through his standards, I think the curriculum should be so arranged that it will be a natural step for him, if he has done well in the standards, to go to the new secondary school.

16,384. (*Dean of Manchester.*) Would you stop the higher grade school then?—It just depends upon what you call a higher grade school.

16,385. What do you call it?—I do not think it a higher grade school when it has Standards I., II., III., IV., V., and VI. in it.

16,386. What do you call a higher grade school—a school that has Standards IV., V., and VI.?—Perhaps it might begin at Standard V.; but still, I think that there should be no difficulty in the way of a boy who has passed Standard VI., for instance, going straight away then to the higher grade school, and beginning with his higher work beyond the standard work. I think that the curriculum should be so arranged that it would be a natural step for the boy to do that.

16,387. (*Mr. Fenwick.*) May I put my question in another form: Do you think that Secondary Education should be assisted at all, and, if so, to what extent?—I think that Secondary Education should be assisted to the extent of providing for a certain number of children; I do not say every child that goes through the elementary school, but a certain number of children who would be fitted for it, and who would be selected probably by the local authority.

16,388. On what grounds, on what consideration?—On the consideration of intellectual promise. I think that the teacher, for instance, of the ordinary elementary school, should be allowed to nominate so many for the further education, to be submitted to the managers of the higher grade school for admission there, without payment of any fee whatever for the further education.

16,389. Then would it not be possible, if a principle of that kind were established, that the children of parents who were well able to

afford the fees would have the benefit of free education, while the children of parents who were unable to afford them might be denied it?—I think that those who are well able to pay might very well be allowed to pay; because the children of the upper classes, and the children of the middle classes, would be provided with a Secondary Education by their parents whether the State stepped in or not.

16,390. Could you tell us what a man's income should be, or should not be, as a cause to exempt him from paying fees?—If the Commission will excuse me I prefer not to state an amount.

16,391. Have you formed any opinion?—Yes, I have formed an opinion. I will state the amount I think necessary if you think fit.

16,392. That is what we should like to know; we want to ascertain your opinions?—A good deal depends on the size of a man's family. One man with 150*l.* a year with a family of three children, is a good deal better off, probably, than a man with 200*l.* a year with a family of eight. So that it is rather an arbitrary thing to say exactly what a man's income should be, and a man in London with 150*l.* a year is not so well off as a man in Leeds with 120*l.* a year.

16,393. You still do not give us any definite guidance by your answer to the question?—I am afraid I cannot.

16,394. (*Mr. Yoxall to Mr. Halstead.*) A suggestion has been made that with regard to scholarships all comers should be welcome as competitors irrespective of the circumstances of the homes from which they come, but that in the award of scholarships discrimination should be had in something like the following manner: In the first place, that the scholarship should carry with it entrance to the school and free teaching in all cases, but that in certain cases it should carry with it a maintenance grant to the parents, and that the authorities of the school should pay to those parents whose circumstances they find by private inquiry to deserve such help, a maintenance sum in respect of their child's attendance at the school. Would that commend itself to you as a simple plan?—My conception of the scholarship system is that the working class itself differs so much as to income, that I want special provision for the very poorest. I know that exceptional ability does come in the very poorest ranks of life, but the conditions are so adverse to getting the absolute necessities for their developing their exceptional mental power, that special provision should be made for those cases, and I should suggest a few close scholarships for those special cases, with special provision to secure exceptional mental efficiency.

16,395. Would it meet your point if the scholarships should be close to pupils of public elementary schools?—No, I do not think it would. I am thinking of exceptional cases now, that I have come across in my own experience, where the man had got the scholarships or the lads have got the scholarships, but they have got them at an enormous physical cost; and when they have got into the open competitive market their physical constitution has been almost ruined, they could not bear the strain. And that is one reason why I should insist upon an exceptionally high standard of examination, so that the inferior students should not get the scholarships, and then find, when they were thrown into the competitive market of professional life, that they had no special ability to serve them for want of social position and wealth.

16,396. You think that the scholarships should not only be close to the public elementary schools, but close to a certain class of pupils in public elementary schools?—Yes.

16,397. With regard to the cost of maintenance, you said something about the maintenance grant being equivalent to the wages. You know that a boy of from 13 to 14 in certain provincial towns may go to an office or warehouse at wages of something like 6*s.* or 7*s.* per week; in some manufacturing districts he might possibly begin at 8*s.* or 10*s.* per week. Would you regard a sum of from 6*s.* to 10*s.* a week as at all equivalent to the cost of maintenance of that boy at the secondary school,

taking into view the additional cost of clothing necessary for his appearance at the secondary school?—No; you have cleared up a point now that I did not see before. I should certainly insist on a maintenance standard of scholarships, because a working man cannot necessarily understand what is the maintenance of a lad, say, at a second grade school. I really do not know what the maintenance is. I am simply arguing for the general principle. I may say, however, that the opinion of a working-class scholar under the Science and Art Department is that no scholarship for a workman should be under 60*l.* per annum, exclusive of fees. This applies to youths only 16 years of age.

16,398. You mean that the maintenance value of the scholarships shall be equivalent to the value of the ordinary necessary expenses incurred by a parent who sends his child to a secondary school, other than the cost of the fees?—Yes.

16,399. (*Mr. Llewellyn Smith.*) At what time do the mills shut in Hebden Bridge?—Those under the Factory Act close at half past 5.

16,400. Is there much overtime?—In some branches of industry, yes.

16,401. Do you think that there would be so much overtime that it would seriously interfere with the compulsory attendance at evening continuation schools, as you suggest, unless it was restricted by law?—Yes, it would in some branches during the winter months, at any rate before Christmas.

16,402. Is it your experience that overtime has interfered with your own co-operative classes and lectures, I mean with the regularity of attendance at such classes?—I may say that my experience at Hebden Bridge is only limited to about two years, so that I have not much data really to go on. At other places I do not think it has interfered, because there has been practically no overtime. I know of a few cases when I had to work overtime, when it interfered with my own work as a student, but only to a small extent.

16,403. (*To Mr. Peaker.*) Does your experience throw any light on this point?—My experience as a night school teacher has been often that a boy has been absent from an evening school on account of his having to work. Sometimes they would come one week, and stop away the next. I think that there would be a serious interference with regularity of attendance, if compulsory attendance were imposed on evening scholars.

16,404. I gather that your view is that any law making attendance compulsory would have to be accompanied by more stringent regulations on overtime?—Yes, I think it would have to be accompanied by an Act which would forbid the employment of young persons up to 18 after certain hours in the evening.

16,405. You would be prepared for that?—Yes.

16,406. (*To Mr. Halstead.*) And would you be prepared for that?—Yes.

16,407. (*Dean of Manchester.*) Would the people be prepared for such a restriction?—In certain trades I daresay there would be difficulties, because some of the trades fluctuate according to the fashions.

16,408. It would be a restriction of wage earning, of course, to them?—Perhaps at first. It would adjust itself perhaps in time.*

The witnesses withdrew.

*Note on Teaching Political Economy to Working Men.
(*See* Q. 16,314–318.)

The great difficulties of teaching political economy to working men are, I suppose, the complex and changing character of its subject-matter, and the transitional state of the science itself. It does seem to me, however, that for a general introduction, suitable for young people in evening continuation schools, some provisional teaching might be given, capable of planting a base of general ideas, correct and definite enough to enable

the bulk of the people to grasp the broad essentials of economics, and for further instruction to those students who, from mental tendency, would take up a more exhaustive study of the subject. I would recommend that the instruction in this subject should have some intimate relation to the particular industrial areas where it is to be given. For this purpose the whole country might be divided, roughly, into as many districts as there are distinct types of industry—say, mining, agriculture, various forms of iron industries, ship building, woollen and cotton manufactures, &c. For each of these industrial areas some small text-book for their evening continuation schools might be written by competent authorities, containing (1) a general historical sketch of the particular industries carried on in the several districts, and (2) some of the abstract principles of economics which have been ascertained, or agreed upon, concerning the concrete factors of the industrial lives of those who have to be taught.

Take my own industrial district for an example. It seems to me the every-day life of a factory operative furnishes a good concrete base for some broad general teaching in industrial history, and the somewhat complicated nature of the factory system for a general introduction to the economics of a complex industrialism. General information as to the growth and development of this industrial system might be given, such, say, as the evolution of the factory from the domestic system, traditions of which still linger amongst us. Abstract ideas concerning capital, labour, and even rent, organisation and management of business appertaining to manufacturing industries, might be conveyed in language suitable for youths under sixteen years of age.

This, of course, is but typical of what should be attempted of all the different industrial districts. By taking what the people are already familiar with, the advantage of ascending from the concrete to the abstract is gained, as well as the chance of linking the intellectual interests of the scholars with practical interests of their working lives. There might be difficulties about getting the necessary authorities to write such books, and training the necessary staff of teachers. This, however, is not a case of specialised teaching, but of imparting general information to workmen in order to give them an intelligent interest in economic problems and industrial and social reform, and of making the intellectual work of those who choose to go further into the subject so much the easier. I submit that it is becoming important that all classes should know sufficient to be able at least to appreciate the opinions of those who have studied these subjects exhaustively. For more exhaustive teaching in economics I would, as I state in my evidence, make use of the University Extension System.

It is just conceivable that the growth of such a scheme of economic teaching might not only bring out the Faradays of economic research, but might prove serviceable in turning the whole country into a huge sociological laboratory, by expanding the area and increasing the more or less qualified agents for collecting data to be sifted, generalised, and scientifically formulated by the acknowledged specialists of research, the result to be handed over to qualified schools for training the special exponents of their work to the general students of the country; the practical mind in actual contact with fact getting trained habits of observation, the academic mind gaining approximate material for its highly specialised powers for systematising knowledge.

A. HALSTEAD.

Mr. W. AUGUSTUS STEWARD called in and examined.

16,409. (*Chairman.*) Where do you reside, Mr. Steward?—At Highbury, in the north of London.

16,410. Your occupation, I think, is that of a gold and silver worker?—Yes. I was a heraldic engraver originally, and I am working partly at that now; but I am generally engaged in designing gold and silver work.

16,411. You have some views to give to the Commission, I understand, as regards the arrangements that may be made to make Secondary Education more generally and easily accessible to the wage-earning classes. I suppose you would think that one method of doing that would be by a larger provision of scholarships than exists at the present time?—Yes; but further than that, I should suggest that the scholarships should be made larger.

SCHOLARSHIPS FOR WAGE-EARNERS.

16,412. You mean larger in amount?—Yes; that is to say, the scholarships at the present time are generally given for free education only, and if the working classes are to reap any advantage from the offer of scholarships, I think it is very essential that at least a certain sum should be given in addition to the scholarship, or to act as part of it, in order to induce parents to permit their children to remain at school for a longer time. I think it is hardly to be expected that a workman with a young family should be called upon to support a child at school until it reaches the age of 15 or 16 years of age, when he might be going out to the labour market to assist the family. Then, again, I think it is not altogether fair to the other members of the family that they should be called upon to give up certain things in order that one member of the family might reap advantages which they are not likely to enjoy.

16,413. Can you give us an idea of what you think ought to be the amount of such scholarships, in order to induce parents to permit their children to remain at school?—If we take working men's children generally, as a rule the child of an artisan in London would start as an errand boy, and get 5*s.* or 6*s.* a week for the first year; perhaps 6*s.* or 7*s.* a week for the next year; and perhaps 8*s.* or 9*s.* a week for the next year. But that is not taking into account the fact that when a boy or girl reaches the age of 10 or 11 they might be sent out to do evening and Saturday employment, and sometimes even Sunday morning employment if a boy happened to be engaged as a lather boy. For instance, I happened to do that when I was about 11 years old. I had to go out and work in a barber's shop in the evenings and on Saturdays, and on Sunday mornings as well.

16,414. What particular work do you refer to?—I mean a boy who lathers the customers' faces previous to shaving. Of course the general result of that kind of thing is that working-class children do not get an opportunity of competing successfully with middle-class children who may be attending the elementary schools; and it will be found that some tradesmen and professional men send their children to elementary schools in order that they may stand a chance of getting the scholarships, and, failing that, it has been found in several places that they have sent them to the secondary schools, and been quite willing to pay for that education. Indeed, I think it has been pointed out that they have taken their children away from elementary schools and put them into higher grade schools.

16,415. Do you feel able to give us an estimate of what the actual amount of such scholarships ought to be in money?—When a lad goes out to work first in the evening, or as a half-timer, or a whole-timer, he never gets sufficient to maintain himself until he arrives, perhaps, at 18 years of age. If he goes to evening employment, that does not maintain him; if he is a half-timer it does not maintain him; and if he goes to work as an errand boy, say, at 12 or 13 years of age, and gets 5*s.* a week, that would not maintain him. I suggest that the sum should be such as would give parents an inducement to leave their children at school, and to permit them to retain a scholarship.

16,416. Would you calculate the sum upon the basis of the wages that the boy would earn, or upon the basis of what it would cost his parents to maintain him?—I would calculate it on the basis of what the boy would generally earn going out at a certain age into the labour market.

16,417. And you would desire that the scholarship should replace to the parents what the amount of the boy's earnings would be?—That is so.

16,418. And you would apply the same principle to girls, I suppose?—Certainly.

16,419. Can you give us any estimate, however rough, of the additional number of scholarships beyond those which now exist which you think are needed for this purpose?—No, I could not do that. At the present time, in my opinion, and from inquiries that I have made amongst working-class people,—and I have taken a great deal of trouble in asking a large number of people whose children have been educated at board schools,—coupled with my own experience of receiving my own education at a board school, the working-class children at the present time do not get the opportunities to successfully compete for scholarships at all. At the present time the working classes reap practically no advantage whatever, one might say, from the offer of scholarships.

16,420. But there are a certain number of those scholarships which are attached to the elementary schools?—That is quite true, and I understand that in Birmingham, at the King Edward Schools, the major portion of the scholarships tenable there are open only to scholars who have been educated in public elementary schools; but then I understand that the middle class send their children to those schools, and that the King Edward Schools are practically now tenanted by children of the middle classes, and not by children of the wage-earning classes.

16,421. Do you think that applies to London also?—Yes. It is quite common knowledge that in London the children of the wage-earning classes stand not the ghost of a chance against the children of tradesmen, the higher class of clerks, and professional men.

16,422. Why so, if the scholarships are awarded by competition?—If you look at the conditions under which the working-class children have to live, it will be obvious. If you take the case of the average child of an artizan, you will find that he will live, perhaps, in two rooms, sometimes in three; there will be mother, father, and perhaps two or three brothers. If the boy desires to study he will have to study, to read up this or that subject, or to work out this or that problem, in a room with his brothers and sisters playing round him, and very often squalling, to use a common phrase, and the mother will be doing her domestic duties; the consequence is that the boy is very severely handicapped owing to that. Couple that with the fact that he is taken away at about the age of nine or ten very often, especially among the less well-to-do working classes, to go out and work in the evening, and half-time, and I think that is quite sufficient to show that the average boy belonging to the wage-earning classes does not stand any chance against the boy of the tradesman or professional class whose parents have better opportunities, and whose rooms are not given over to domestic usages.

16,423. (*Dean of Manchester.*) In fact, I suppose you know very well that in London the three rooms is rather the exception, is it not?—Yes, it is more the exception than the rule.

16,424. (*Lady Frederick Cavendish.*) It is one room in large districts, is it not?—That is so; but that would not apply to the artisan class, and I do not want to go under the mark. I am speaking of the artisan class, and I think you can infer from the condition of the artisan class that that of the unskilled labour class would be much worse.

16,425. (*Chairman.*) Still what you say would apply to some extent also to a good many of these who are classed as tradesmen, would it not?—Not altogether. I might point out that if you look at the School of Art scholarships offered by the London County Council Technical Instruction Board, you will find that out of the 20 that they offered they granted 19. Seventeen of those scholarships, so far as one can judge from the callings of the parents, and from their occupation, went to children, young men and women, of the middle class. Two of them, it is true, went to working class candidates, one of whom might be an example of a boy going practically, I suppose, from the gutter up to the university; a boy whose home is situated at Dr. Barnardo's. In the other case, that of a heraldic

engraver, I can give my own personal testimony. This lad showed, when he went to work for a man who was apprenticed in the shop where I am employed, that he had exceptional abilities as a draughtsman, and that man has given him such opportunities as most men in the trade have never given their sons. Couple that with the fact that his father has been in regular employment, and has not a large family, and has been enabled to give him a certain amount of evening education, that puts him in an exceptional position for competing successfully with those who are engaged in the daytime as art students, perfecting themselves in drawing and the like. It will be found that 10 of those who gained scholarships described themselves as art students, and they range from 17 to 20 years of age.

16,426. (*Mr. Llewellyn Smith.*) You are not referring to what are called the artisan art scholarships?—No.

16,427. That is a separate class altogether?—Yes. Of course Mr. Smith might suggest that the artisan scholarships were offered for artisans only, and that the others were offered in order that other children might stand a chance. I do not object to the middle class competing, or sending their children to elementary schools, or other schools; but the fact remains that the scholarships were open to all those whose parents' incomes were up to 400*l.* a year. That included the children of a man who might only be getting 40*l.* a year, and when you come to contrast the children of those who get 40*l.* a year, and even of those who get up to 100*l.* or 150*l.* a year, they do not stand a chance against those whose parents are in receipt of 400*l.* a year.

16,428. Do you not think that it was the conditions of tenure of those scholarships, and the amount of time required to be devoted in the daytime to art studies, which practically excluded a good many of the wage-earners, not because they were not up to the standard of competition, but because they could not afford the time in the day which was required for the work. That really is the explanation, is it not?—It might be so to some extent; but in those two cases they went in and they were willing to accept them. That, again, was perhaps because Dr. Barnardo was willing to assist his particular protegé, and because in the other case the master was able and willing to do so. Mr. Smith's point may be a point against me; but the working classes did compete, and did not stand much of a chance against the others. And there was only one case out of 19 where the pupil shone through his exceptional abilities.

16,429. (*Chairman.*) Do you conceive that the difficulties which you have pointed out might be remedied by lowering the income line, and by allotting a certain number of scholarships only to those children whose parents had less than a certain smaller line of income than the line of 400*l.* which is now drawn?—It might be so.

16,430. Or how would you propose to meet the difficulty that you have indicated?—That would be one way out of the difficulty; but then it seems like making such a social distinction as I am not altogether prepared to suggest. I think that we ought, as far as we can, to democratise our public schools, and to do everything on as democratic a basis as possible. I think we should endeavour to do it more from the bottom than to start by that means. I think that scholarships should be made tenable at an earlier age, that is to say, before the bad surroundings of the children, the unfortunate social surroundings, have had much effect upon them.

16,431. How would you award the scholarships at this earlier age would you award them by competition at so early an age as nine?—I would award them by competition and by the choice of the master.

16,432. You would not be afraid to leave the choice of boys who should receive scholarships to the discretion of the master; you think that he could be relied upon to do it properly?—As a rule, I should trust to his honesty.

16,433. I do not mean his honesty, we may assume that he would do it honestly; but I mean his judgment and absence of bias?—Yes, I think we might do that. I think you might do it by both means; that is to say that more scholarships might be offered by competition, and that a certain number should be offered upon the nomination of the master. The master is well in touch with the boys. I am not altogether a strong advocate of the competitive system. I have been in an art school where boys have gone up to Government examinations and passed pretty comfortably, while other boys have failed who were the brightest boys in the school, because they were nervous and so lacked ability to pass the examination. Now the master would know which those boys were, and if he nominated them they would get a chance.

16,434. That might be a remedy to some extent, but that would only partially meet the difficulty which arises from the absence of quiet in which to pursue their studies to which you alluded just now?—That is so; but I think that up to the age of nine all the boys going to elementary schools at least take a certain interest in education, and the masters have not generally encouraged them to do work at home, further they have not taken upon themselves to do it, consequently the child of the tradesman, and the professional man, and the class that we might ally with those, stands in practically the same position as the working man's boy, provided that he is fed, clothed decently, and housed.

16,435. That is to say, is less handicapped?—Yes. If I might be allowed to quote my own case, at the age of ten and a half, or just before I was ten and a half, I passed the Fourth Standard with four additional subjects, literature, grammar, physical geography, and geography, and I took the first prize for scripture knowledge. Then I was taken away to do evening employment. In the next year I just managed to scramble through by passing the Fifth Standard, and getting the ordinary certificate for efficiency in Scripture knowledge. Now I think if I had had the opportunity that other boys have had, I might have continued going on in the same manner as in previous years, but I was not given the opportunity. I had not even the opportunity of Sunday study, and consequently I only just got through with the education that I received in school. And a very large number of boys, I think, are handicapped in the same fashion.

16,436. (*Dean of Manchester.*) Shall we pass on, please, to what you have to tell us with respect to evening schools. You seem to think that there is need of a systematisation of them?—Yes.

16,437. Would you give your views to the Commission on that subject?—I should like first, if you would not mind, that I should be permitted to say just one word with regard to the kind of education which a boy should be permitted to follow if he managed to gain a scholarship.

COURSE OF SECONDARY EDUCATION SUITABLE FOR WAGE-EARNING CLASS.

16,438. Certainly?—There are certain educationalists who think that it would be best for boys to go upon what I think is called the classical side of a secondary school, while others think that the boy should go upon the modern side, and particularly a certain number think that boys who come from the wage-earning classes ought to be put upon the side which would assist them most in handicrafts. I think that a middle course, we might say, ought to be pursued; that if a boy showed exceptional ability in the direction of literature, he should have an opportunity of going in a channel which would develop those powers; and if he was scientifically inclined, then he should have an opportunity of going in that channel; and if he should happen to labour under the disability of belonging to the wage-earning class, he should not be compelled to follow such a course of education as would fit him only to make himself a competent craftsman.

16,439. Have you thought at all, when you should begin to specialise, to go into the literary side, say?—I think at about the age of 14 or 15 that should take place, especially in the cases where the scholarships were won by boys who might be employed, and desire to use them for improving themselves in their calling. If you take the industry in which

I am employed, which is a very highly artistic one, it is essential there that the boys should learn drawing and modelling, and if they are goldsmiths proper or silversmiths proper, that they should learn chemistry. I think that those boys ought to start away at the age of 14, just at the time when they are starting really to learn the trade.

16,440. And the same on the other side of education, of course?—Yes.

16,441. Have you anything more to say with regard to this subject?—There is one thing that I want to point out, that is with regard to giving the elder scholars, and the parents also, the opportunity of knowing where these different educational opportunities were existent. There is a little boy, whom I am at the present time teaching, who comes from an exceptionally poor family; the parents can hardly keep him in clothes and food, let alone give him assistance so far as evening or technical schools are concerned; but that boy has shown exceptional ability as a draughtsman, and my employer has agreed to teach the boy. I questioned the boy, finding that he had been living and educated at St. Andrew's, Holborn, where my place of business is situated, and I found he could apply for what is known as Bloomsfield's Charity, which gives a sum not exceeding 5*l.* to any boy who has been resident and educated in the parish and should be working in the parish. The boy said that his schoolmaster had not told him anything about this, notwithstanding that he had all the necessary qualifications, including that of his employment.

Need of Organisation of Evening Schools.

16,442. You mean that this means of information should be ready to hand?—Yes, it is very necessary. I have known one or two cases where the parents were willing to keep their boys at school, but because they had not known of a secondary school in the district, they had left them at the board school where the boys had only wasted their time and engendered bad habits. Then with regard to the evening schools; in London, at least, they are exceptionally badly organised. There is practically no attempt made at advertising them. I think you might walk all over London, and the only advertisement offered by the London School Board is just a little bill stuck upon the notice board at the school, and that is very often covered over by notices which, to my mind, ought not to go there. The classes are very badly organised. By that, I mean to say that we have, for example, a class in shorthand, in which they will have boys and men from absolute beginners up to those who are able to write 60 words a minute; the teacher consequently cannot hold them in hand; he cannot look well after them. There is practically no incentive to scholars in the same condition of progress to emulate what the others are doing, and students whom I have examined upon this point agree with me that they do not get on at all well owing to the want of differentiation in the classes. And I might say that this applies to practically all the classes under the London School Board, both for boys and girls. I think there is a sad want of differentiation. If they were at least to cut them into two classes, for beginners and advanced students, a great deal of good might be done.

16,443. Do not you think that this is a sort of thing that you should represent to the London School Board itself?—I take it that continuation schools come under the purview of Secondary Education; they are certainly a part of Secondary Education.

16,444. I suppose you are aware that every town is not so unfortunately situated?—I am quite aware of that. I am quite aware that Manchester is a brilliant exception to the rule.

16,445. Perhaps you have heard that in Manchester these classes have very largely increased in this particular year in consequence of what you desire to see, viz., that specialisation?—Yes. Then I might say that I have examined several lads and young men on this score. For example, a lad of 18 was desirous of learning drawing, and they told him that he could not take up drawing unless he was willing to learn the three R's

and grammar. The boy was engaged in artistic handicraft, and knew that it was essential for him to improve himself in drawing, and he wanted to put himself to that.

16,446. I think that this is all matter which should be represented to the proper quarter. You have said enough to show that what you desire is that an evening code should come into operation either in London or elsewhere?—Certainly.

16,447. (*Sir Henry Roscoe.*) We have heard from one witness, that in his opinion, and in the opinion of many working men, it is most desirable that the attendance at continuation schools up to a certain period, after leaving elementary schools, should be made compulsory, as is the case in Germany and in other places. Are you prepared to support that opinion, or do you differ from it?—I might say that so far as my knowledge is concerned of working men who have taken any interest in it, they practically bear out what you say previous witnesses have said; that is to say, they think that boys should be compelled to attend for a certain time. But then there is a difficulty in the way of that, and I was going to suggest the necessity for a limitation of the hours of lads learning trades,—that boys should not be allowed to work for more than 40 hours a week.

16,448. I wanted to ask you whether you think that such a proposition would be supported by the London trades with which you are acquainted?—I think it would be largely supported; but still we are face to face with the fact that when boys have been working so many hours they are not able to obtain the same advantage from attendance in evening continuation schools.

16,449. (*Dean of Manchester.*) You seem to think that there is some need of information with regard to the existence of charities?—I do.

16,450. And altogether with regard to the appliances for education within the reach of children?—Yes.

16,451. And that those ought to be made known to the parents?—Yes.

16,452. That is your general view, I think?—Yes, with regard not only to evening continuation schools, but all educational opportunities. In London hardly anyone knows about them, unless they are persons who have taken a great interest in the subject. The parents generally are ignorant about them.

16,453. That would apply to all the charities, and to Secondary and Technical Education and evening continuation schools?—Yes, excepting that the London County Council have done some little good in the direction of advertisement.

16,454. But you want that to be largely extended?—Very largely extended.

16,455. So that everybody may know what is within their reach?—Yes.

NEED OF FURTHER LIMITATION OF WORKING HOURS FOR BOYS.

16,456. Now we might pass on to the necessity for a limitation of the hours of lads learning trades; would you give us your views on that subject?—I think it will be found that the lads going to the evening classes are very severely handicapped owing to the fact that they have perhaps worked from 9 to 10½ or 11 hours per day. The Factory Act does not apply to boys who work as errand boys and at service so much as to those who work in factories; and I think under the Factory Act they are permitted to work in factories at least ten and a half hours. I think you will see that if a boy has been engaged in some laborious occupation for all those hours, he is not altogether in a proper physical state or mood to receive education, even of a theoretical character in evening schools. So far as my experience goes boys who have been, perhaps, for a couple of hours, have not been altogether capable of taking up the tasks allotted to them owing to the fact that they have been at work all day long. If you take the occupation to which I was apprenticed, a gold and silver engraver, where nearly all the articles are engraved after they have been polished, a boy would be at the board sometimes 10 and 11 hours a day, and you will see that if he is taken and set down for a

couple of hours of an evening at what is again a sedentary occupation it is not altogether good for him physically, or for his eyes. Indeed, I have suffered, both physically and with my eyesight, owing to the fact that I have stuck to it rather more than I ought to have done. And I think if we look, not only at that case, but at more laborious trades, we shall see that the boys do not reap half the advantage that they might if their education were obtained under less trying conditions.

16,457. You would desire an extension of time to these other occupations also?—I would suggest that such an Act should be passed as to stop employers employing lads learning trades from working more than 40 hours per week, and that the boys should be compelled to go, say, for another 8 or 10 hours to technical or continuation schools in connexion with the industries in which they are employed.

16,458. You do not fear that that would handicap the trade?—No; on the contrary, I think it would improve it. In the goldsmithing trade boys are taken into the goldsmiths' shop and pieced up; there is a kind of team system, as it is called; a man will have four or five boys; perhaps he is a bracelet and brooch maker, and he will keep those boys making just one or two particular parts of a brooch or bracelet; and the boys will be kept at that practically for five or six years. They are not apprenticed to the trade, but a kind of contract is made. Then when they are getting to eighteen or nineteen years of age, they think they ought to get more money, and they go off and endeavour to obtain employment as goldsmiths, failing which they join the ranks of unskilled labour. I think if employers were compelled to permit these boys to go to a technical school where general goldsmithing would be taught, they would be enabled to make themselves competent craftsmen, instead of being used by the men, to whom they are allotted really, very often as tools. That system does away with the production of good workmen.

16,459. That is your chief idea with regard to the limitation of hours?—Yes.

PUBLIC PROVISION OF SECONDARY EDUCATION.

16,460. You go on to speak of the cost of Secondary Education, and how it should be borne. What are your views upon that subject?—I think that the cost of Secondary Education should be assisted or borne by public funds, and given through public bodies.

16,461. What do you mean by public funds?—By that I mean to say that as at present the Science and Art Department and the Education Department offer certain sums to various schools, it should be done by that process; and as the county council offers certain sums to certain schools, provided that they conform to certain rules and regulations, and are up to the work of their inspectors.

16,462. Many of our witnesses have given us very valuable information upon this subject; I do not think I need detain you longer with regard to it?—I can only suggest, in so far as my knowledge goes, what working men think upon the subject.

16,463. I should like to ask you one question upon the subject. Is it your idea that Secondary Education should be free, or that it should be paid for?—I think that it should be free.

16,464. Altogether free?—Yes, altogether free.

16,465. Not merely that there should be the scholarships that you have spoken of, but that the scholarships should apply chiefly to maintenance?—And also in the other case.

16,466. But if Secondary Education is to be absolutely free, it would not be necessary to have scholarships, would it?—I would not make Secondary Education necessarily absolutely free. I would make it free up to a certain age.

16,467. What age would you suggest?—I should say up to the age of 18; and then I think provision ought to be made in those cases where parents could not possibly continue the education of their children, so that the State should step in and assist the education of the children.

16,468. Of the children up to 18?—Yes.

16,469. That is to say, young people?—Yes. I can mention a case in point of a boy, the son of a widow, who gained a scholarship, and became the head boy in a particular school, and, I think, gained the gold medal. The time came when he had to leave school, his mother could not afford to keep him, and the boy had to go out into the world to gain his livelihood; starting away at 7 o'clock in the morning, and trudging home at 8 o'clock or 9 o'clock at night from the city, earning only 5*s.* or 6*s.* a week. Practically the education that he received in that school, and which evidently would have stood him in good stead, was of no use to him afterwards.

CENTRAL AND LOCAL ORGANISATION.

16,470. You wish to express your ideas with regard to the central authority for Secondary Education; will you kindly put them before us in the briefest possible form?—I will be very brief indeed. My idea is simply that the present Vice-President of the Committee of Council on Education should be made a Minister, and that he should be responsible to Parliament just the same as the War Minister is responsible to Parliament. I think that if that was done—if a kind of ministry of education was formed—and proper local organizations were established, we should get over many of the difficulties which at present face us. They would be able to look into the matter, and make such schemes and alterations as would perhaps give us a system of national education.

16,471. That would fall to the lot of the central authority, and then you would have a thorough system of local authorities all over the country?—Yes.

16,472. Then you speak of the desirableness of there being representatives of the working classes on the local authority; will you state your views to the Commission on that subject?—I think that the local authority should be formed somewhat on the model of the London County Council Technical Instruction Board, where the principle of allowing direct representation of the working classes has been admitted. The London Trades Council have been asked to nominate three members, and three members of the London Trades Council sit on the Technical Education Board as direct representatives of the working classes.

16,473. You desire to see that system enlarged?—Yes. I think that there would be no difficulty in it. There are plenty of trades unions and councils all over the kingdom, and where they do not exist, there often lives some well-known member of a trades union who could give such help as was desirable in the matter. I suggest that boards should be formed on the same principle as the London County Council Technical Education Board, and that they should not only have certain classes of persons represented, but that every possible interest should be represented upon that board, including direct representatives, as far as possible, of the working classes, not necessarily because they would be able give much assistance on educational matters pure and simple, although certain members of the working classes might be found who could do that, but because they would be able to give the other members of the authority information as to the condition and wants of the working classes, and they would be further able to inspire confidence and arouse interest in the working classes on the question of Secondary Education, and to ensure that the funds were not directed into wrong channels.

16,474. That is to say, they would bring the working classes more in touch with the whole subject?—Yes.

16,475. (*Mr. Hobhouse.*) In the case that you were mentioning just now of a lad who had gained high honours in education up to the age of 18, I suppose what would be required to meet his case would be a scholarship of considerable amount, so as to carry him on to a higher place of education?—That is so; an opportunity to gain something, or for some authority to take the lad in hand and further his education beyond the point up to which it had been carried.

16,476. But a scholarship which covered not only the cost of the higher education that he required, but also the cost of his maintenance, would meet such a case?—It would be essential in the case of those past the age of 18 that it should be complete maintenance.

16,477. What amount of money do you think would be required in such a case?—That I am not quite sure about. Unfortunately, I have not been able to get in touch with any member of the working class who had been fortunate enough to have his education taken up to that point. The boy at the school that I referred to was about 14 or 15 when he left the school.

16,478. I think that your complaint generally was, that most of the scholarships which are now given by county authorities fall to members of the middle classes?—Practically all the scholarships which are offered in the kingdom fall to members of the middle classes.

16,479. Do you speak of the country districts as well as of the towns?—I speak principally of the towns; I have not much knowledge of the country districts.

16,480. You are aware that a large number of these scholarships are confined to pupils who were educated at elementary schools?—Just so.

16,481. And that in the country districts it is only the working classes as a rule, with few exceptions, who send their children to those schools?—That may be so, and, indeed, perhaps it cannot be denied. But then I should urge that the working classes have not been enabled to permit their children to retain scholarships when they have gained them. And then in the towns, at least, of which I can speak with more certainty, the middle class have sent their children to elementary schools, and they have gained the scholarships in the greater number of cases. I have no objection, as I have said, to the middle class using the elementary schools, I only desire that opportunities should be given so that the children of the working classes may be enabled to compete on a more level footing with the children of the middle classes.

16,482. You would like a separate set of scholarships set apart for members of the working classes, in fact?—That might be necessary.

16,483. Would you mention any line that you would draw with regard to income in order to distinguish the working classes from what you call the middle classes?—I should say 150*l.* a year.

16,484. Do you think that under that line they might compete on equal terms for scholarships?—Not altogether on equal terms then, because you have the disability which I heard one of the previous witnesses point out, if I may be permitted to say so, that there is such a thing as a working man having a large family, and a working man having a small family, and there are the disabilities that I pointed out with regard to a number of children who might be playing around the one that wanted to get on. You may have in a school the only child of an artizan, and you may have another boy who may show exceptional talent, but who may be, like myself, the oldest of eleven children, and who will be pestered by several of them.

16,485. (*Dean of Manchester.*) You speak feelingly?—I speak very feelingly.

16,486. (*Mr. Llewellyn Smith.*) The scholarships of which you take London as an example were a special kind of scholarships, were they not?—Yes.

16,487. There was also another category of scholarships offered, as you know, which were supposed to be more particularly suited to artizans?—Yes.

16,488. Your remarks do not apply to those scholarships, do they?—No, because they were definitely restricted to artizans, and although certain other persons did compete for them, they were disqualified, because they did not engage in some handicraft.

16,489. When you said to Mr. Hobhouse that, as a matter of fact, almost all the scholarships went to the middle classes, you did not intend to include under that head these particular artisan class scholarships in London, or the minor scholarships leading from the elementary schools to secondary schools in London?—No, my remarks did not apply to either of those.

16,490. But you know, do you not, that, as a matter of fact, there are about a thousand of such scholarships now in London, all restricted to the exact limit of income which you fixed yourself, viz., 150*l.* a year?—Yes.

16,491. And therefore all going to the children of the wage-earning classes?—Yes, but this is only of recent date.

16,492. Have you watched the operation of that scheme at all, and do you know whether, as a matter of fact, the poorer boys have been handicapped in the competitions? I am talking now of the great system of scholarships that is going on now in London from elementary schools?—As regards the minor scholarships which are restricted to the boys, I have not had an opportunity of watching that system. You mean those founded by the London County Council, I presume.

16,493. I mean whether you know, as a matter of fact, that the sons of labourers have been found to obtain them. I should like to ask you, therefore, whether you are aware that, as a matter of fact, the per-centage of candidates of the sons of craftsmen who succeeded in getting scholarships has been greater than the per-centage of candidates of sons of schoolmasters, clerks, and small professional men?—That is practically what the London County Council have tabulated. I am only aware of that.

16,494. Now the scholarships that you were referring to, especially in London, were those that offer free education only?—Yes.

16,495. And speaking of the necessity of a maintenance allowance, you pointed out that a boy employed as an errand boy, or employed upon some other work, could earn 5*s.* or 6*s.* per week in the first year, and more in the next year; could you tell us at all with regard to a boy entering a skilled trade in London, say cabinet-making, or one of the building trades, or as a fitter, or one of those trades that require an apprenticeship, what scale of earnings would he earn in the early days?—If he went into a skilled handicraft like that he would have to go as an apprentice.

16,496. Would he in London?—I know that in the bricklayers' and building trades there are very few apprentices in proportion to the number of workmen; but then there are not a large number entering the trade to learn it in London, and when they do the figure would not be much above that which I suggested for an errand boy.

16,497. Would it be as high?—I know of no cases in the building trades, cabinet-making trades, or trades of a like description, where the wage offered to a boy in the first year, say at 12 years old, is less than 5*s.* a week. I think you may take that as the average figure that a boy would get when he entered the labour market to do any work that he could get.

16,498. And you think that the maintenance allowance should be enough to cover the amount which the boy could earn in his first year?—Yes, increasing as he got older.

16,499. What is the age at which apprentices enter your own trade?—Fourteen; but the apprenticeship system is breaking up.

16,500. And is that about the age at which, so far as your observation extends, a boy enters most of the skilled trades?—That is, providing he is apprenticed; that is to say, his father looks about for some opening for him, and gets him apprenticed.

16,501. But he enters the trade which he is going to learn, and at which he is going to make his permanent livelihood, at about 14 years of age?—Yes, when it is settled that he is going to learn that trade; but it is getting more and more the thing in London for a boy to go into a shop as

an errand boy, even in my own trade, perhaps at the age of 12; being set to pick up what he can in between running errands, and then he is set down, perhaps, at 14 to learn the trade or a portion of the trade.

16,502. Did you yourself enter in that way?—Yes.

16,503. Did you pick up much in those two years?—Previously to my being apprenticed, no. I had to do a little drawing, and to practise on the copper, but I could not enter into the definite engraving of anything for business purposes.

16,504. I wanted to ask whether you think that that gap between the age of leaving an elementary school, and the age at which a boy definitely enters a skilled trade, is to a considerable extent wasted at present?—Yes, it is as a rule.

16,505. How long would you say that that gap was—a year, or 18 months?—I should say a year, sometimes two.

16,506. During which the boy is at odd jobs?—Yes.

16,507. I suppose somebody would have to do the odd jobs, anyhow?—Yes; but there is no reason why the boy should be altogether handicapped. There is no reason why he should not have some time to go to school. I would put a limit for which even a boy at service or an errand boy should be employed, and would compel his attendance at school for a certain number of hours.

16,508. Supposing that the development of higher grade schools or continuation schools in the daytime would just carry on a boy for a year or two after leaving an elementary school, would that system about bridge over that interval, or would it seriously affect his prospects in the trade?—That is a somewhat difficult question, and especially when we look at the break-up of the apprenticeship system: because the boys are usually taken in as errand boys, and set to do the odd jobs in between running errands: and it might stop the boys being drafted into the trades.

16,509. Have you any illustration of that which you could give to us? There are such higher grade schools; are there any that you are acquainted with in which you have noticed that they have handicapped the boys?—I cannot say at the present moment.

16,510. Still you point out that there might be that danger to face?—Yes.

16,511. (*Lady Frederick Cavendish.*) May I ask whether you have any young girls employed in your trade in the gold and silver engraving?—I only know of one case of a lady being employed.

16,512. Then your remarks would not so much apply to girls in that particular trade?—Except that girls are employed in the gold trade as burnishers and polishers.

16,513. Then your remarks would apply to them?—Yes.

16,514. Do they enter into the trade as young as the boys do?—Not quite so young, the girls enter at about 13 as a rule; they would not take them when they were too young. I might say that in metal polishing, which does just touch the silver trade, girls and boys below the prescribed age have been taken into the workshops and set to work at sifting and polishing.

16,515. Would the girls' wages be much the same as those of the boys?—They would be a little less. In the case of the girl polishers in the gold trade they would get, perhaps, as much as a man, and, in some cases, more, because of the deftness of their fingers. You know what a gold-carved half-hooped diamond ring is when it is carved in delicate filagree ornament and polished. Girls can polish that work better than men, and they usually manage to get quite as good wages.

16,516. And your remarks apply quite as much to them as to boys?—Yes.

16,517. (*Mr. Yoxall.*) I think you are in favour of free Secondary Education all round?—Yes, up to the age of 18.

16,518. And you think that the wage-earning classes in London would be in favour of that?—I think so.

16,519. You know that there is free primary education all round at the present time?—Yes.

16,520. And therefore you argue that there should be free Secondary Education altogether?—Yes.

16,521. Have you considered this point; that although free primary education is offered to all classes, all classes do not take advantage of it?—Yes.

16,522. The argument, therefore, that because the working classes obtain free primary education, the other classes should obtain Secondary Education free, rather breaks down if you consider that of those who would obtain the free Secondary Education, the vast proportion belong to the same class which declines to avail itself of free primary education at the present time. Do you see that?—I do not see that that would be any argument against it, since the elementary school is open to the middle classes if they like to take advantage of it. If they look at the social position, and refuse to enter a school upon the same level as other children, that is their fault.

16,523. Do not you see that if certain classes for social reasons refuse to take advantage of free primary education, and prefer to pay for it, it would be rather absurd to provide for them Secondary Education free of cost?—That may be so; but there is this great difficulty, that you do not want it to appear as though you were pauperising the children of the working classes,—as though you were giving it all round in a patronising way.

16,524. To come to close quarters with the question, the working classes do not object, as a rule, to paying the school rate,—those who do pay it?—No.

16,525. Because the school rate is for primary education?—Yes.

16,526. Do you suppose that the wage-earning classes would not object to paying a vastly increased school rate, part of which was to go to Secondary Education, the majority of which Secondary Education would be enjoyed by those children who had not been to primary schools, that is to say, by the children of the upper and middle classes, and not the children of the working classes at all?—At the present time, I think, there is an example in Wales, where they do not grumble at it, but are perfectly willing to levy it upon themselves.

16,527. The system in Wales has hardly got into operation yet?—Perhaps you can hardly draw deductions from Wales then; but everything seems to point to the fact that people there do cheerfully rate themselves, and do cheerfully pay their quota towards the cost of the education of no matter whom.

16,528. Do you seriously see now that the free provision of Secondary Education, up to 18 years of age, would be mainly for the children of the middle and upper classes?—Yes.

16,529. And to counterbalance that you must provide an enormous number of free scholarships and maintenance scholarships for the children of the working classes?—Certainly; I suggest that.

The witness withdrew.

Adjourned.

FORTY-SECOND DAY.

At Westminster Hall, January 22nd, 1895.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

The Right. Hon. Sir J. T. HIBBERT, K.C.B., M.P.
The Hon. and Reverend EDWARD LYTTELTON.
Sir HENRY E. ROSCOE, D.C.L., M.P.
The Very Reverend THE DEAN OF MANCHESTER, D.D.
The Reverend A. M. FAIRBAIRN, D.D.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. M. E. SADLER.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. CHARLES FENWICK, M.P.
The Lady FREDERICK CAVENDISH.
Mrs. SIDGWICK.

The Hon. WILLIAM N. BRUCE, *Secretary.*

Mr. HENRY JOHN ROBY, M.P., examined.

16,530. (*Chairman.*) You were, I think, secretary to the Schools Inquiry Commission of the years 1864 to 1868?—Yes.

16,531. And afterwards until 1874 you were one of the Endowed Schools Commissioners?—I was secretary first, and afterwards one of the Commissioners.

16,532. Will you first favour us with your views as to the changes which have taken place since the passing of the Endowed Schools Act in 1869, and as to the results of those changes. There was an amending Act, was there not, in 1873?—Yes.

ADMINISTRATION OF ENDOWED SCHOOLS ACTS DOWN TO 1874.

16,533. Have you any observations to offer upon the administration of the Act down to 1874, including the results of the Act of 1873?—I do not know that I have anything special to mention with regard to that. I think the facts of the administration were generally pretty well known.

16,534. What would you say were the principal difficulties which you encountered in the administration of the Act?—We met with very serious opposition under two or three heads, especially on the interference with the governing bodies; on the question of attention to the precise rules laid down by the founder, and on the denominational character of the endowments. That opposition was exceedingly fierce and it was brought to a head by the opposition of the City of London to the schemes for dealing with Emmanuel Hospital and other foundations in Westminster. Perhaps I may just mention that that scheme was eventually, after a certain change, carried into effect, and I am told that the schools are exceedingly satisfactory, and that everybody is very well satisfied with the change.

16,535. The result of that strenuous opposition encountered in some quarters was, I suppose, that the process of re-forming the endowments proceeded more slowly than had been hoped?—Yes. In fact, the delay occasioned by the proceedings of the Corporation of London was so great that we were hardly able to take up some endowments, because we waited to see what the judgment of Parliament would be upon that question.

16,536. Still, in spite of those difficulties, you did succeed in effecting the reform of a great many endowments; and, suppose that another result was that the Court of Chancery has been practically superseded as respects trusts of an educational nature?—Yes; and I regard that as one of the most important results of the whole action, inasmuch as it substituted an educational consideration in the reform of endowments for a purely legal one. The result has been to familiarize the public to a large extent with the necessary reforms which must be made if endowments are to be put to the best use for the existing generation.

16,537. That is to say, that the process which began with the substitution of the Charity Commission for the Court of Chancery and went on, in the substitution of the Endowed Schools Commission for the Charity Commission, so far as the power of making schemes for educational endowments was concerned?—Yes.

CHANGE IN RELATION OF ADMINISTRATION OF ENDOWED SCHOOLS ACTS TO EXECUTIVE GOVERNMENT SINCE 1874.

16,538. What differences do you observe between the administration of the Endowed Schools Commission up to 1874 and the subsequent administration of the Charity Commissioners (when substituted for the Endowed Schools Commissioners) under the Act of 1869, that is to say, after the blending of the two authorities?—What particularly excited my notice upon that point was the evidence given before the recent House of Commons Committee on the Charity Commission. I was very much struck by some statements made by Mr. Acland and Sir George Kekewich, which seemed to me to be so utterly different from anything that I was used to consider when I was at the Endowed Schools Commission, that for the moment I could hardly understand it; but I think it is explicable in this way. The Endowed Schools Commission were, practically, what Mr. Forster described them, the agents of the Government of the day for working out the schemes, consequently, we were, as we held, I will not say entirely, but practically subordinate to the Education Department, and could not have carried on the work except in agreement with the views of the Education Department. That arose from the fact that Mr. Forster was no doubt the founder of the old arrangement; he took a lively interest in it himself, he was familiar with the Schools Inquiry Commission which led to it, and naturally he was in very close relation to the whole work, closer than perhaps could be expected from any gentleman subsequently occupying his position. But then came this next point: that the three Endowed Schools Commissioners held office during pleasure; there was no sort of security for their tenure at all,—and I think that was intended,—but what was understood was, that they were to be analogous to the position of civil servants, only the subordination was secured, not by the general principles of the service, but by directly making us dismissible by the Government. Consequently, if we opposed the Government, they could, and probably ought, to get rid of us at once. That, as you are aware, was carried out practically; it was not a mere form, although the precise way in which we were got rid of was not by a simple dismissal; still practically when the Government of 1874 came in and anticipated difficulties in working the Commission, they practically dismissed Lord Lyttleton and myself.

16,539. Considering you to be out of sympathy with the views and policy that they entertained, I suppose?—Yes; they did not try us, but assumed it.

16,540. Assumed that you were likely to be out of sympathy with their views and policy?—Yes, they considered that we should be. I fancy it was a good deal, not the actual Government themselves but their supporters; but however that may be, I only mention the point to show that the position in which we stood then was one in which it was perfectly natural and true for the Government to speak of us as being their agents for doing the work. Now the case is different. On the dissolution of the Endowed Schools Commission the work was handed over to the Charity Commission, and the Charity Commissioners hold office for life; there were three of them, and they constituted the majority. There were two gentlemen appointed to be Endowed Schools Commissioners, who held no

doubt merely during pleasure; but at the same time the natural effect of their being associated with the other three, and the fact that the majority were independent of the Government, gave the present Charity Commission naturally a more independent position than belonged to the previous body. And it is something more than the mere tenure. In attaching the work to the Charity Commission you were attaching it to a body which had a certain judicial character, and which had from long tradition their own methods of working, which could hardly be so subordinated to the Government as was the case with a body created for a definite purpose, and purely as the Government's agents.

16,541. You mean that the idea that expeditious action ought to be an important element in dealing with these foundations, was one not likely to be so forcibly present to the minds of the Charity Commissioners as to those of a temporary body?—I was hardly thinking of the point of expedition. What I was thinking of was the language which Mr. Acland as Vice-president, and Sir George Kekewich, both used before the Select Committee of the House of Commons. I can refer you to the language they used directly in the report itself of the Committee. Mr. Acland's language is to be found in answer to question 3017. The question was—"Then the responsibility and power of the Minister according to this "view of things is surely extremely limited and fettered?" that is to say, the power of the Vice-President of the Council in approving or disapproving of schemes sent up to him by the Charity Commission. "Well, I confess," said Mr. Acland, "that I feel this constantly when I "write the words 'I approve' after a scheme. I think that a great deal "of the work which the Charity Commissioners expend on these schemes "is very good work done, and that there are probably many things which "result from their great experience in schemes which are sound and "good; but at the same time I feel when I write 'I approve,' I write it "in a sense which does not always make me feel thoroughly comfortable;" and he goes on to explain that he does not feel himself, although technically responsible, as being fully responsible for the schemes, and consequently he does not like to write the word "approved." Now it was distinctly intended at the time that the Committee of Council should be the organ of the Commission in the House of Commons and Parliament, and that the Government were fully responsible for the scheme.

16,542. It would follow from that, would it not, that the Government, the Vice-President of the Council in those days, would have conferred with the Endowed Schools Commissioners on any part of a scheme that did not meet with his approval, and would have induced them, possibly, to modify it?—Precisely. There was a great deal of what might be called underground communication between the Committee of Council and ourselves at that time; in fact, Mr. Richmond tells me that it was even more than I supposed. But if there was any question of real policy, we were in the habit of consulting the Committee of Council, because we felt that we could not attempt to carry out a policy which had not the approval of the Government of the day.

16,543. Did you feel that that strengthened your hands, so as to give you a force of initiative which you could hardly have had if you were disjoined from the executive?—I think so.

FUTURE RELATION OF CHARITY COMMISSION TO EXECUTIVE GOVERNMENT.

16,544. Then what moral do you draw from these considerations as regards the present position of the Charity Commission in dealing with educational trusts?—My own impression is (I see that the Select Committee of the House of Commons rather recommend it) that in some way or other the department ought to be put in the same relation to the executive government that they were in before; that is to say, you may either put them directly and in form as part of the office of the Minister of Education, or you may leave them in a kind of apparently semi-independent position, but it must be distinctly understood that they are subordinate to the Government, and can only carry out a policy which the Government approve.

16,545. That may have, of course, the result that their policy and principles in dealing with educational foundations, may vary a good deal according to the Government that is in power?—To some extent that is the case, but I do not know that it is so as much as might be thought. In 1874, under the Government which then came into office, it might have been supposed, as we were got rid of for that purpose, that there would be a very considerable change in policy. My own impression is, although I cannot pretend to give exact particulars, that there has been no very great change in the policy, but that the Commission which succeeded us were a little more timid than we were—perhaps you may call it more cautious—and refrained from attacking some of a class of endowments that we dealt with, or tried to deal with, and that in one or two very minute matters they have been slightly more favourable to some views which the supporters of the Government of 1874 were rather anxious about. I mean that where we, in our schemes, simply left it that the religious education should be such as the trustees or governors should decide, they have said sometimes that it shall be in accordance with the Christian faith, or that it shall be in accordance with the Church of England. I do not think, practically, that that has made much difference.

16,546. Did it make any sensible difference as regard the constitution of the governing bodies?—I am not sure. I have not followed it out minutely.

16,547. That might have been a point on which some friction arose?—I am not sure; I do not think that it prevented their interfering with the constitution of governing bodies, but possibly in some cases they may have made less use of their powers—at least, it is just possible.

16,548. Be that as it may, I understand that you do not think that this possibility of a variation in policy during the tenure of office by one or another Government is a sufficient drawback to outweigh the advantage which you would expect from a close connexion of the body reforming educational trusts with the executive of the day?—No, I do not think so.

16,549. You think that even if a certain discontinuity in policy may occasionally take place, it is better to run the risk of that for the sake of the momentum that the reforming authority will acquire from its connexion with the executive. I understand that to be your way of putting it?—Yes. I should like, if I may, just to refer to one sentence in the Report of the House of Commons Committee, because it seems to me to convey a positive error. The expression is this: "They" (the committee) "are satisfied that it would give rise" (that is to say, the division of the Charity Commission work into legal and educational), "both as regards the central authority, trustees, local authorities, and the "public, to difficulties such as attended the procedure of the Endowed "Schools Commission between 1869–1874, which 'led to delay, and "'worse than delay, to error,' and which it was found necessary to end "by the dissolution of the Commission." I do not know that the point is very important, because I think myself that there are advantages in the whole being together at one office, but it is absolutely, so far as my knowledge goes, an entire mistake to suppose that difficulty, or delay, or error, arising from the existence of the Endowed Schools Commission, by the side of the Charity Commission, had anything whatever to do with the dissolution of the Commission; so far as I know, it had not the remotest connexion with it. I think there are inconveniences in having to get papers to look at from another office than your own, and Mr. Fearon has spoken of it as very serious—more so than I thought; but, so far as I know, no such delay or error, if either existed, had the remotest connexion with the dissolution of the Commission. The Charity Commission were always perfectly willing that we should see everything and know everything; there was no hitch or difficulty at all.

16,550. Reverting to the present problem before us, what view do you take as to the relation that in future ought to subsist between the body

dealing with educational trusts and the executive?—My impression is that probably the best way would be to keep the Charity Commission as a nominally independent body, but to make the minister of education the chairman—to make it a board with the minister of education as the chairman, and the other gentlemen who are appointed simply other members of the Board. Then according to my notion, the Minister of Education would probably not attend usually to the details of the matter, but would leave them to the Board; but he could attend at any time that he thought proper, and could direct the policy in any way that he thought proper.

16,551. At any rate, the result would be, that any scheme or act of this body would be the act of the Minister to all intents and purposes?—Yes.

16,552. In the same sense in which the act of any Minister, as, say, a Secretary of State, for instance, is an executive act for which he is responsible?—I should think entirely so. The analogy was given by Lord Welby, I think, of the Commissioners of Customs and Excise and of Income Tax, who are nominally independent, but are said to be practically entirely subordinate to the Chancellor of the Exchequer.

16,553. As they are in fact?—I think that the general public are not quite fully aware of that, and it is possible in the other case that the general public might not be aware of it; but I do not think that that is of any consequence. If there came to be any such things as legal appeals from what I have ventured to suggest should be called the central charities board (or whatever you like to call it), it would not be so directly as it were an appeal against the Minister, but rather an appeal against the particular department for which he was officially responsible. But I do not lay much stress upon that. I think that Ministers must take the chance, if they go wrong on legal points, of being set right sometimes.

JUDICIAL FUNCTIONS OF CHARITY COMMISSION.

16,554. But it has been represented to us that the Charity Commission has rather a peculiar position, being on the one side, as regards most of the work it does for educational trusts, an administrative body, and on the other side, a judicial body, which has a number of statutes to construe, and which to a certain extent has even retained some of the judicial functions of the Court of Chancery, such as the power to sanction a compromise. How would you propose to deal with those functions of the Charity Commission so far as they relate to educational trusts?—I was very much struck by the evidence given by Lord Davey before the Select Committee of the House of Commons, and I believe he has been before this body also. He said to the Committee: I understand by judicial business, business exercised by a judge of a court, and the Charity Commissioners do, in all their scheme-making power, exercise the business of the Court of Chancery subject to the rule of *cy-près*, and some other matters too. Now my own strong opinion is, that there is very little indeed of the Charity Commission's work which could be properly called judicial work. I think it is administrative work.

16,555. You would observe, would you not, that although you may call in one sense the work that they took over from the Court of Chancery judicial work, a great deal of that work in the hands of the Court of Chancery was not truly judicial, but rather administrative?—I think it was administrative work, and generally badly administered, and I think it has been an exceedingly good thing, that it has been practically taken away from them. I do not think that any of that work can be described as judicial work in the sense in which the ordinary courts of law act. When you get a claim between parties there, I think it is clear that you require to have it heard in open court with proper witnesses, and you require a judicial mind to deal with it. But that is not the ordinary work of the Charity Commission at all. They have actually no jurisdiction to entertain a question of title as regards charitable property.

16,556. They have, on a question of title, to go to the Court of Chancery now, have they not?—I think as regards the question of title, the persons would naturally go to the Court of Chancery.

16,557. But the Charity Commission sometimes direct the matter to be taken to the Court of Chancery?—I am not sure how it is on those points, but it is so whenever they consider a point to be too contentious to be properly decided by them.

16,558. But there are two cases which have been put to us in evidence, as being cases in which the Charity Commission exercise a species of judicial function. One is the case in which they get advice which exonerates the trustees from responsibility if they follow it; and the other is the case in which they may sanction a compromise. Should you think that there would be any difficulty in having those cases also placed under the control of an executive minister?—No, I should not. I think they are practically more of an administrative character. If it were at all a question of fraud on the part of a trustee, it would be a different thing altogether.

16,559. That is not the case that I am putting to you. You would conceive then that the whole work of the Charity Commission, so far as it relates to educational trusts, should go over in the same way: you would not make any exception with regard to what has been called the judicial side of that work?—No.

15,560. Then how would you apply that to the rest of the Charity Commission's work?—I should keep the whole of the work together.

16,561. Then you would transfer also to the Education Minister that part of the Charity Commission work which is non-educational?—I should constitute something like a central charities board, as I have ventured to call it.

16,562. But even those charities, which are not educational, and jurisdiction over them would in your view follow with the educational trusts, and go over to this new body which should be placed under the control of the Minister of Education?—Yes, and not merely when they are mixed with education trusts, but also all other charitable trusts.

16,563. Not merely in the case of mixed endowments, a case which has been pressed upon us, but also in the case of trusts which are not educational in any sense of the word?—Yes. I do not think it would be practicable to separate them, and I am sure it would not be very useful. I see no objection whatever to having a minister, whatever he may be called, who should have control over the administration of charities, just as over the administration of education; and as they are often mixed it is better that they should go to one minister rather than to two or three.

ADMINISTRATION OF NON-EDUCATIONAL CHARITIES SHOULD BE UNRESTRICTED BY DOCTRINE OF CY-PRÈS.

16,564. Assuming that change to be made, do you think that it ought to be accompanied by a somewhat greater extension of the power enjoyed by the present Charity Commissioners to divert funds from one application to another?—I think it is generally admitted now that the powers given by the Endowed Schools Act of varying a trust in any way subject to the general devotion to education, has been exceedingly useful, and that anything less could hardly have sufficed for effecting the reform required. I can see no reason why something of the same kind should not be applied to charities generally. The reason why I think Lord Davey laid a great deal of stress upon the judicial character of the work of the Charity Commission is on account of its carrying out the doctrine of *cy-près*. My own strong opinion is that the doctrine of *cy-près* is both absurd and very harmful indeed. It gives a bias and restriction which persons never would dream of giving otherwise. The whole doctrine of *cy-près* rests originally upon this notion, that if a testator or donor's precise instructions cannot be carried out, you should get as near to them as you can; the theory being that if what he originally put down cannot be carried out, he would have adopted something of the same kind. Now my own impression is that with regard to a large number of donors and testators that is utterly wrong. I think that if you come across gentlemen of that kind they would say very often "If I cannot give it

"precisely in that way, I will not give it at all, or I will give it to some-
"thing totally different." Consequently the doctrine of *cy-près* seems to me to lack foundation in reason. Persons are very curious in some of these matters. It is not quite an analogous case, but I know something like it. I know a gentleman well, a very earnest person, who was not satisfied with the conscience clause; he thought it was grossly unfair to Nonconformists, and he stipulated that the parents of any 12 scholars should have the right of having any religion which they demanded taught by the school authorities. This was rejected, and he left the trust altogether, he would have nothing more to do with it; he would not accept a modification of it, and gave it up entirely. Something of the same kind I think you will find applies to donors generally. You never can tell the precise point in the mind of a donor on which they lay stress, and consequently if you alter any point you may be entirely altering his wishes altogether; so that I think the doctrine of *cy-près* will often utterly fail of fulfilling the injunctions of the donor; and that the only reasonable course is to treat an endowment as perfectly free within the general large limits to which the donor has devoted his money to charity.

16,565. Would you go so far as to put it in this way—that we may assume that what the donor desired was to confer a public benefit, and that being his main desire, the best way of carrying it out is to let the State, through its properly constituted organ in each age, say what is the best application of the endowment, and in that way carry out the view of the donor?—Exactly so; I think it is the only reasonable view to take. You may guess a little of what the donor would say if he lived 20 or 30 years ago; but beyond that I think it is a very cruel thing to donors, when they did all that they could to benefit education or some charity by the best means that they could in their day, that you should not take the best means of benefiting the charity after their death, irrespective of the doctrine of *cy-près*.

16,566. In fact it is paying the highest compliment that you can to the donor to suppose that he would have wished you to do what you now think would be the best thing to do?—It is the only reasonable view, I think.

16,567. You conceive that the acceptance of a charity by the State and the permission to devote it to permanent charitable uses, ought to be conditioned by the power of the State to divert it in such manner as you have indicated?—Yes. I should suggest that in order to get something analogous to the Endowed Schools Act, charities should be classed in some such classes as these: educational, religious, medical, eleemosynary, or for the advancement of knowledge, or art, or generally, for other public purposes, and that power should be given to the Charity Commissioners, or their successors, by scheme to vary the trusts of any particular charity within those classes respectively, provided that due regard was had to the denominational character of a religious charity, and that further consents were required for the conversion of a non-educational charity to education, or from one general head to another.

16,568. But then you would still adhere to the *cy-près* doctrine to this extent, that you would bring each charity under a definite head or class, and allow the diversion only within the limits of that class?—I would allow the variation to any extent within that class, and, with certain consents. I would allow them to be transferred from one class to another. In the case of a religious charity the denominational character given should be preserved, and not varied except with the consent of the trustees or governing body of the denomination; or, in the case of the Church of England, or of the Roman Catholic Church, the consent of the bishop of the diocese; and that in the case of a provincial charity, no charity should be changed from one general description to another without the consent of the trustees, or the district council,—possibly you might put in some other body,—but that with such consent the Commissioners might so vary the trust as even to alter the general

object of the charity. I do not know whether the Commissioners have had many cases brought before them of the *cy-près* doctrine, but there are two very strong ones mentioned, I think, in Chapter IV. of the Report of the Schools Inquiry Commission, pp. 449, 460. Take, again, a charity that has been brought before you, such as that of Betton's. That is a very remarkable case, because one-half of it he gave for redeeming British slaves in Turkey and Barbary, one fourth to charity schools of the Church of England in the City and suburbs of London—no school to receive more than 20*l.* a year, and the other fourth to pay 10*l.* a year to a clergyman to perform divine service in the Ironmongers Hospital, and (in consideration of the care of the Company in executing his will) the residue to the decayed freemen of the Company. It seems to me that persons going upon the doctrine of *cy-près* might take very different views. One might say that the first moiety has failed, and the reasonable thing is to divide it among the other two. Another person might say, No, that would be giving a greater proportion of it to the Company, and the Company were only to have a small sum for looking after the trust, consequently that would not be reasonable; but the first moiety being inoperative, and the third quarter being operative, why not give the whole to the third, and let them all belong to the Church of England schools at 20*l.* a year in the neighbourhood of London. Then another person might say, No; if there are no slaves to be found now in Turkey and Barbary, there are plenty of slaves in Africa and America; why not transfer it to them?

16,569. But not Christian slaves, as a rule?—Another person might say, Well, but these are British slaves; obviously his object is to benefit British subjects in great distress; suppose you give it to imprisoned debtors, or unfortunate bankrupts, or shipwrecked mariners. And so you might go on with all sorts of suggestions. There is no principle about the matter.

16,570. However, even with your scheme of heads, I do not know to what head you would refer the class of the ransom of slaves in Barbary?—It might be general, or it might be eleemosynary. I should be willing individually to give very much larger powers. I only regard these heads as following the analogy of the Endowed Schools Act, and likely to make the general power more palatable to many people. My own impression is, that whatever charity you are dealing with, people will have some such notions in their minds, and you may trust reasonable governing bodies or a reasonable central authority to come to a proper conclusion.

16,571. In fact you would say that the *cy-près* doctrine, when it was originally introduced, may have been a transition from the old rigidity of view to a somewhat more liberal extension of it, and so this classification which you propose now goes a step further, because public opinion has moved; but you yourself would be prepared to go somewhat further than your classification?—Yes.

16,572. Now you would say, I take it, that the problem as it presented itself to you when you were an Endowed Schools Commissioner has been largely altered by subsequent legislation?—Yes.

16,573. Particularly, I suppose, by the results of the Elementary Education Act, 1870?—Yes. That, to some extent, was taken into account in the Act of 1873, which removed certain endowments for elementary education from the Endowed Schools Commission.

16,574. But the full effects of that Act had hardly been reached in 1873; it has gone on operating very much farther since?—Yes.

16,575. You would say, I suppose, that the most important result of the Elementary Education Act has been the establishment in very many places of school boards, and the consequent general provision of elementary education, and in later times the development of the higher grade schools, and of higher grade departments in elementary schools?—Quite so. The last is very important, because I think it is practically remedying what

the Schools Inquiry Commission thought one of the most important defects, namely the non-existence of third grade schools.

16,576. You would say that those higher grade elementary schools have in many places stepped into the gap which you, the Commission of 1867, noted?—Yes.

16,577. Then I suppose you would also say that the Technical Instruction Act, and the application of the grant arising from the receipt of the Customs and Excise duties, has also had a very important effect upon education?—Yes, it has had some good and some bad effect. I think it was no blame to anybody, but I must say it was very unfortunate that it was flung at the county councils in the way that it was without any previous arrangement being made. You see it amounts to a good deal more than the actual value of all the endowments at the present time. I think that the endowments within the Endowed Schools Acts have been stated at about 700,000*l.* a year, which is about the same amount as the grant; but then you must take off that portion of the endowments which are non-educational, because I think the figure of 700,000*l.* includes all mixed charities of which part is educational.

16,578. You would also say, I suppose, that the expenses of management and administration are a much larger deduction to be made from endowments than would have to be made from the county council's grant?—Yes, at least as it has been managed at present. I think if you put the endowments (it is a guess, but from some little knowledge) at from 500,000*l.* to 600,000*l.* a year, it is about the amount; so that this technical instruction money is more.

16,579. And in many cases those endowments have diminished since your time owing to the fall in agricultural prices?—Yes, but in other cases they have increased. I daresay that the increase is more on the whole than the diminution, because the value of house property has increased. But this money is now being worked in such a way that there is no knowing what the result will be, and I think that if the Commissioners can in any way remove the present inconveniences they will be doing a very good thing. We are very much pressed by them in Manchester and the neighbourhood. There are actually two boards ruling adjacent territories which are practically part of one town.

INCONVENIENT RESULTS OF WORKING OF TECHNICAL INSTRUCTION ACTS IN MANCHESTER.

16,580. You mean Manchester and Salford?—Yes. Salford has actually built a very large building intended for technical instruction which I should have thought would use up a good deal of their money for some time, and Manchester is preparing to build a larger building.

16,581. Can you give me an estimate of how much that building is expected to cost?—The Salford building, I believe, will cost 80,000*l.*

16,582. Is it true that the Manchester one is to cost a good deal more than 100,000*l.*?—Yes, that is said to be the case. And here incidentally I should like to bring before the Commission this. I asked one of the councillors of Salford casually, "How did you get this money?" He said, "We are raising it by a loan, and it is not to be paid off for ninety "years." Now if that is the case (it was one of the councillors who told me this) I hope that the Commissioners will be able to make some kind of suggestion to the Government authorities in these cases, not to sanction loans for buildings which it will require three generations to pay off. The whole aspect of things may be different in fifty or sixty years from what it is now, and while it is hard perhaps for every generation to bear the whole expenditure for permanent purposes like that, they ought to bear a good deal of it; we are changing so fast that it does not do to saddle posterity with these large debts.

16,583. Taking the case of the Manchester building, in what relation, if any, is the Manchester scheme, whose building is to cost 120,000*l.* or more, to stand to Owens College?—Nobody knows. Our present fear is that they may take to gradually developing a considerable boys school there which may rival, and probably damage, the grammar school, and

that in the upper parts they may continually develop in a more scientific direction, so as to rival, and probably damage, Owens College.

16,584. And at any rate whether they damage those two excellent institutions or not, the result would be to institute a certain amount of needless competition and waste?—Yes. I myself do not think that, except perhaps in London, you can get a supply of scholars sufficient for two institutions carrying on higher education of that kind, either such as the Manchester Grammar School, or Owens College. You require a certain number of scholars to make the thing effective, and a considerable amount of money is required, and I do not think that in the ordinary way you can expect either a supply of scholars or a supply of money for two or more institutions which will overlap, and partly, indeed, directly rival each other.

16,585. With regard to the relation of Owens College to this institution, from what you have said the natural thing would be for the higher scientific instruction to be given at or in connexion with Owens College, and for whatever work is done by the town council out of its grant to be work of a somewhat different nature?—Yes, I think so. I think that so far as regards properly technical instruction in the ordinary sense, there is, or was, an opening for it, which is now being filled to a large extent by the technical institution, and that to give it a proper endowment and a proper footing is right enough; but there is a great tendency when you get a body with a large sum of public money to develop its own institution irrespective of what there may be around it.

16,586. How do you account for that tendency. One would have thought that in a community like Manchester the town council would have been alive to the desirability of working in conjunction with those other authorities that they found on the spot, and especially with one with which they had been already associated, and for which they entertained such respect as they did for Owens College?—I think one might have expected it *a priori*. I am not saying that it is part of a deliberate purpose; it is only that people go on developing gradually for the perfection of their own institution. They might say: "It would be better if "we trained our own boys for our purpose;" and then, "Why should "we not give them this additional instruction, which we can give, and "which will save their going to Owens College, and save them expense?" It is perfectly natural as it arises. Any public body, especially a school board or a corporation, I think, likes to have the whole thing under their own control and management,—especially a town corporation. And it is the most absurd thing possible that Manchester and Salford should act in this matter without regard to one another.

16,587. Would you not say that there is a good deal of municipal rivalry between Manchester and Salford?—Yes, in some cases I suppose there may be some.

16,588. Could you expect that the rivalry of Manchester and Salford could be quenched otherwise than by an amalgamation of the two municipalities?—There may be intermediate measures short of that, but I think the sooner the two municipalities are amalgamated the better.

CONSTITUTION OF LOCAL EDUCATIONAL AUTHORITY IN COUNTY BOROUGHS.

16,589. But reverting rather to the case of Owens College and the corporation, how do you suggest that a difficulty of that kind should be dealt with; what recommendation do you put before us?—It would be as part of a general plan. I should have put the whole of the 700,000*l.* a year, this technical instruction money, in the hands of a separate body—not the corporation, and not the school board, but one composed considerably of persons nominated by them but with other representatives, and persons who would be able to look at the thing from a more general point of view.

16,590. What sorts of other bodies do you contemplate as being qualified to nominate members on this local authority which you have sketched out?—I would say that one part of every county charities board should be appointed by the county council—that in the case of Manchester would be the municipal council; one part either nominated by the county

council outside their own body, or elected at the same time as they elect the county council. It seems to me that if you want direct popular election, which for many purposes might be desirable, you might get it without much trouble or difficulty by holding the election at the same time as the county council election. That is not very common in England, but I believe it is common in America.

16,591. It is common in America, but would you go so far as to say that it has worked well in America?—That I would rather leave it to you to say.

16,592. If I may reply to your question, I should say that it worked very badly?—Then of course it need not be; I do not see any ground for thinking that it would work badly in England, but I only throw that out as being a means of getting popular election in England without confusion.

16,593. The cases are not parallel, because while the thing is carried to so great an excess in America, a moderate adoption of it in England might not be accompanied by the same evils?—I do not consider that essential; it might be done by allowing the county council to nominate outside their own body.

16,594. Then you would also have some representatives of the School Board?—Yes, I should have another portion elected by the School Board, regard being had to their relative importance; and another part nominated by the Crown and the universities and university colleges in the district. I should have thought roughly that they might be divided into somewhere about fourths, giving possibly the county council one member more or something of that kind; but I do not think these precise proportions are essential. Then the whole of the buildings and expenses required for the administration should, I think, be provided by the county council out of their general fund.

16,595. Not out of the grant that goes now to technical instruction?—I do not know that it is necessary: the expenses could be charged upon the grant if it were thought proper.

RATING POWER FOR PURPOSES OF SECONDARY EDUCATION.

16,596. Would you also give them a rating power for educational purposes?—I should certainly give them a rating power for educational purposes; I should not compel them to use it.

16,597. Do you conceive from your knowledge of the financial aspects of the question, taking it as a whole, that it would be necessary in most cases for either counties or boroughs to exercise a rating power for Secondary and Technical Education, having regard in the first place to these grants which now are given under the Customs and Excise Act, and in the second place to the Science and Art Department grants, and in the third place to existing endowments?—I am afraid that I cannot well judge of that. Manchester is rather peculiar. I do not know how it might be with regard to counties, especially counties with a large mass of rural population where you might have a little difficulty in providing the buildings; and what you might call travelling scholarships and so on. I mean scholarships of a sufficient amount to pay the expenses of attending a distant school.

16,598. But you might also expect in most of our rural counties to have a certain number of ancient endowments, might you not?—Yes; but ancient endowments are generally tied by locality, and would not be available always for the purpose. Of course, the old expression of Mr. Erle's that the Endowed Schools Commission gave power to turn a boys' school in Northumberland into a girls' school in Cornwall is an extravagant statement of the power, and such a change cannot often be made; but the nearest case that I can remember of a change of that kind was when 40,000*l.* belonging to the Aldenham Boys' Grammar School in Hertfordshire was applied to the North London Collegiate School for Girls in North London. That was literally money taken from boys and applied to girls, and in a different locality; but at the same time the

transfer was naturally favoured by this circumstance, that that money arose from land in the place to which it was then applied.

16,599. So that the unearned increment arose from St. Pancras?—Yes. I think, however, that generally you must have regard very largely to the existing local position of the endowments.

16,600. Coming back to Manchester, considering the magnitude of the technical instruction grant which comes to the town councils of Manchester and Salford, and also the endowment of the grammar school, which is respectable, and also the large sums earned by means of the Science and Art Department grant in Manchester, do you think that it would be necessary to exercise a rating power for the purposes of secondary and technical instruction?—I can hardly say; I have not looked at it in that view. I think that they ought to have the power, but I do not think it would be exercised unless it were really useful and in accordance with the general wishes of the people, You mention other sources; you mention the Science and Art Department grants. I have no right to give an opinion upon them, but I view that money with a great deal of suspicion. I very much doubt whether a great deal of it, at any rate till lately, was not more or less wasted. Some of the boys of the grammar school used to get certificates for lower chemistry and all kinds of things, which must have implied an amount of knowledge which ought to have been left to the school to ascertain, and ought not to have required a national body and a national grant for the purpose. I believe that a great deal of that is done away with now, but I must leave to others to deal with the Science and Art Department grant; I do not know enough about it, but I think that it requires a good deal of reorganization to bring it into harmony.

16,601. I only point your attention to that for this reason, that it represents a large sum of money which, if continued upon anything like its present basis, would, though not necessarily awarded in the same way, be available for the purposes of secondary and technical instruction?—Yes, I suppose.

16,602. Will you now go on with your sketch of a plan. You have spoken so far of a borough; how would you constitute a similar authority for a county. In the case of a county you would not have a school board to be one of your nominative authorities? —I should have thought that there would be some school boards in most counties, but I do not know.

16,603. Yes, there are; but nothing that holds in the county the same place that the school board holds in the borough?—No doubt.

16,604. School boards are in many counties, as you know, scattered and few, and comparatively unimportant?—Then if they are unimportant, I should not regard them much; but in that case you would have other bodies to nominate. In Manchester you have only one council, but of course in an adminstrative county there would be a good many towns with their own local boards and councils.

FUNCTIONS OF CENTRAL CHARITIES BOARD.

16,605. That I suppose would be your way of dealing with the local authority. As regards the central authority, you conceive that some general central supervising or administrative authority is needed?—I should establish what I have given the name of a Central Charities Board.

16,606. Would that be part of the office of the Minister of Education of the future?—It would be the Minister of Education plus the Charity Commission.

16,607. Do you conceive that there would be any other functions that such a central authority might discharge in connexion with Secondary Education besides reforming educational trusts?—The powers which I have noted are (1) to exercise the powers under the Charity Commission Acts; (2) to make schemes under the Endowed Schools Act, but omitting some parts of the present procedure; (3) to appoint inspectors who would sit on county boards and the governing bodies of charities, and who

would also conduct an official inspection of schools and other institutions. By an official inspection, I mean what I think Mr. Fearon has defined on different occasions, that is to say, simply an inspection in order to see that the scheme or orders of the board are being properly carried out.

16,608. Not an educational inspection?—No.

16,609. Would you have an educational inspection?—That I should be inclined to leave to another body.

16,610. Another central body do you mean?—I think that if it is to be done by any central body, it ought to come to a central body formed for the purpose of dealing with the registration of teachers. Perhaps I might be allowed to postpone that till later. Then (4) to appoint governors of some important schools; (5.) to invite or even to order conferences of county councils or boards, or the formation of joint committees or boards. It seems to me that there are many counties which it would be exceedingly desirable should work together and especially counties and county boroughs. I think it would be absurd at present to give this large sum of technical instruction money to be dispersed about amongst the county boroughs and county councils. Many of these county boroughs, according to the line of population that has been now drawn, are really part of the county and not separate from it; and they ought to be in conference or close communication, or even form part for these purposes of the whole county. In a place like Manchester, where you have a very large population, even there I think it is an enormous pity that Manchester should go to work without taking cognizance of a neighbouring borough like Salford, or of the county that surrounds it on all sides. Whatever is done in those large towns must affect the general development of the county.

16,611. And you say that especially having regard to the number of persons that would come in from neighbouring boroughs like Rochdale, and from the suburban parts of Manchester outside the borough limits?—Yes. When you take such places as Plymouth and Devonport, I do not know whether they are both county boroughs, but it would be absurd for one to be acting without regard to the other. Or if you take places on the borders of a county,—supposing that one county is developing a great school on its borders, that must affect the two or three adjoining counties, and there ought to be communication between them. Still, I think that the county organization is the only one that you can start with; but I should give the central body large powers of invitation, and, if necessary, of compulsion to form joint boards. Then (6) to publish reports of proceedings and summaries of county statistics. Those occur to me as the only powers that I should give to what I call the Central Charities board, that is to say, the Charity Commission plus the Minister of Education. Then the County Charities Boards would be composed in the way I have ventured to hint, and would have these powers: (1) to administer the excise residue money which should be made wholly educational.

FUNCTIONS OF COUNTY CHARITIES BOARD.

16,612. Do you mean by that, that it should be permanently dedicated to education?—Yes.

16,613. And I presume to education generally, regarding technical and Secondary Education as virtually one?—Both to technical and general Secondary Education. (2) To apply to the county council to make a rate for building or improving schools, and creating or increasing scholarships; but such rate not to be compulsory on the council; they should not simply serve a precept on the council to raise the money, but make a formal application to them, and allow the county council to exercise their own discretion. Rates are not very popular, and if you are going to put a rate, I think it is desirable that you should have a great weight of public authority in its favour, and if you got the county board and also the county council to agree, I think you would have there a considerable indication of public opinion.

16,614. Would you require this demand for a rate to be renewed each year, and provide that each year the county council should have the option

of refusing it; if so, would it not be a little difficult to carry out any permanent scheme of policy?—No doubt there would be some difficulty of that kind. I think that to a certain extent it might be made permanent; I suppose it is permanent now—I do not know—in the case of libraries. Then (3) to prepare schemes or heads of schemes for endowments under the Endowed Schools Acts, which would be submitted to the Central Charities Board for approval, and drafting, and further procedure; then (4) to make application so as to give the Central Charities Board jurisdiction in endowments of and over 50*l.*; at present it depends on the governing body of the endowment. Then (5) to appoint educational inspectors of secondary schools, and to direct the examination of the scholars of a school at intervals of years, or on special occasions. My notion would be that a good many of the schools might be left usually to have their scholars examined in the way they are examined now, but that there should be power in this board whenever they thought fit to order an examination of them by persons appointed by them or in whom they had confidence; but the educational inspection, as distinguished from the examination of all the scholars, I think, might (I am not quite clear about it) be managed by them, or it might possibly to some extent be put under another body. Then (6) to make grants for building or improving secondary schools, or for creating scholarships, usually in either case to meet local contributions; (7) to raise loans for the purpose with the consent of the Central Charities Board; (8) to have power to bind their successors to the continuance of such grants, &c., or the payment of such loan, but with the consent of the Central Charities Board; (9) to publish an annual report of their proceedings, and statistics of the secondary schools within their area, and such reports on the state of the schools or other matter which they may think expedient.

16,615. When you speak of "secondary schools within their area," do you mean secondary endowed schools, or secondary schools under their jurisdiction, or would you include all secondary schools whatever?—I should leave that to them if they thought that they could deal with the private schools, I should let them do it. Then (10), to appoint (some) governors of secondary schools in their area; (11), to appoint travelling teachers (if thought desirable); and (12), again, possibly, in combination with others, to establish or encourage training colleges. That is all that I have put down for the County Charities Board.

16,616. Would you not think that the basis of a county board or county borough board would be a little too narrow for the establishment of a training college; that combination with others would be really an absolute requirement?—I should think so; in most cases combination would be essential. In London, of course, it is different.

16,617. What relation would this local authority bear to, or what power, if any, would it have, over schools that were not endowed; that is to say, proprietary schools or private schools?—I do not think it necessary that it should have any such power. On the whole I should leave those schools alone. You may collect information about them if you think proper, but I do not see that you can deal authoritatively with private schools at all.

16,618. You do not think that you could offer certain privileges and advantages to private schools that chose to come in and put themselves under the jurisdiction of the local authority?—I think that is possible.

16,619. It has been suggested to us that there are cases in which it would be desirable that private schools should be encouraged by a recognition, subject to their accepting the conditions that the local authority chose to impose; what is your opinion with regard to that?—I think, practically, that if it came to be anything really substantial, the only way to do it would be to purchase the private school, or to get the private school made over to them in some way. I am not dealing with such questions as allowing their pupils to be candidates for scholarships; that, I take it, would be general to anybody within the district and within the limits. My view would be that those powers should eventually apply

to all charities, not only educational charities; but I should be inclined to start with the educational charities.

16,620. Would you then give the local authority jurisdiction over all charities?—I should think that eventually it should be so.

16,621. As you propose, it would be constituted mainly as an educational authority, but you would nevertheless give it jurisdiction over all charities?—I have not worked it out, because it seems advisable with all these things to start the thing gradually; and some modification or addition might be made to it in case of other charities being put under it.

16,622. That has been rather qualified now by the Local Government Act of 1894, has it not?—That only dealt with parochial charities.

16,623. But that is an important class of charities?—Parochial charities I should give to the parish councils in a way that is not fully done by the Act.

16,624. When you speak of giving this County Charities Board the ultimate control over charities, you do not intend to include charities which would have gone over to the parish councils?—No. I regard the parish council as the body to manage parochial charities, and, if there be no parish council, the parish meeting, or a committee of it.

16,625. Your view is then that the charities administered by the parish council would be under the supervision of your Central Charities Board in London, but not of the local authority?—That would rather depend upon the particular charity, I should think with some it might be advisable—not perhaps parochial charities but district charities. The only thing that I should like to say is, that with regard to large schools, predominantly or exclusively for boarders, I should not put them under the district councils or even the county councils.

16,626. You would treat them as being non-local?—Yes.

16,627. You would, I suppose, subject them to your Central Charities Board?—Yes.

16,628. Would you possibly extend the power of the Central Charities Board so as to include Eton and Winchester, which I think are not under the jurisdiction of the Charity Commission?—Yes, I would not allow that exception; I think there never was a more absurd line drawn than of those seven or nine schools.

16,629. Taking Shrewsbury, for instance?—Yes; there is no reason why they should not be included. There are many schools that are in many respects, except that of winning certain university distinctions, as eminent as Shrewsbury.

16,630. (*Mr. Hobhouse.*) Before you leave the question of the powers of the county bodies, I should like to ask you what limits you would propose to set to the rating powers?—I have taken the limit that has generally been given of a penny.

16,631. Do you think that that would be sufficient?—I can hardly tell. I should not begin with more than that.

16,632. You think it would be better to begin with a strict limit at first, and to enlarge it afterwards, if necessary?—If necessary; I am not at all sure that it would be.

16,633. Would you limit the subjects to which money raised by the rates should be applied?—I think to buildings and scholarships.

16,634. Not to maintenance?—No.

16,635. But you would allow the present technical instruction money to be applied generally to school purposes?—Yes. I should not put an absolute restriction upon that.

16,636. You are aware that a considerable proportion of that money is at present applied to the maintenance of schools as well as their erection?

—Yes; the two schools of which I am a governor are both benefiting by it, to some extent, in that way.

16,637. Do you think that those county bodies should have power to aid the schools to such an extent as to give free Secondary Education?—No; I do not see any sufficient reason for proposing to give free Secondary Education at all. The main thing would be to assist those poorer persons who cannot pay the fees. That, I think, ought to be done to a certain extent by the aid of scholarships; but I have the strongest possible objection to wasting a lot of public money by paying the fees of a number of well-to-do people, who are perfectly well able to pay for their own children.

16,638. Apart from scholarships, do you consider that Secondary Education can be made self-supporting; I mean that the whole cost of the education should be borne by the parents in the shape of fees?—It might require a little assistance sometimes in the way of endowment, but I should rather look to making it as far as possible self-supporting.

16,639. Even in the case of newly-established schools?—Yes. I am not speaking of temporary assistance for a year or two, or something of that kind, because a newly-established school often has a difficulty for the first year or two, owing to the number of pupils not being sufficient, so that I would not lay down any rigid rule of that kind, but the aim should be to make it self-supporting.

16,640. Is not the question affected sometimes by the establishment of cheap higher grade schools?—Yes, it is very much, because I think it has the effect of making people regard education as not a thing that they should make any sacrifice for themselves.

16,641. You think it is not too late to alter that opinion, or to check the growth of it?—No.

16,642. Do you consider that this county body should have the duty imposed upon it by Parliament of seeing that every part of its district is properly provided with good secondary schools?—No, that is where I should differ from the Bill, of which I think you were one of the authors, which seems from its language (although it is taken away ultimately) to impose the duty upon the bodies of supplying Secondary Education. The words used are, I think, "so far as they think expedient," which, while giving it with one hand, takes it away with the other; but I should distinctly say that it is their duty to inquire and report, but I should not say that they are bound to supply.

16,643. Therefore you would not advocate the establishment of any body whose duty it was to supply schools wherever they were needed?—No; I think that to a large extent the present system gives you a greater and more useful variety than could be got otherwise.

16,644. Do you not think that there are parts of the country where it could not be left entirely to private enterprise to establish secondary schools?—I am not quite prepared to admit that; at the same time I admit that the more purely rural parts of the country are parts that I know little about.

16,645. You would simply set up these bodies and allow them, with the limited financial resources that you propose to give them, to establish schools where they think them most necessary, without imposing any general duty upon them in that direction?—Where they think they are most necessary, and where they are met by local contributions.

16,646. You would make that a condition in every case, would you?—Yes, generally.

CENTRAL AUTHORITY FOR REGISTRATION OF TEACHERS.

16,647. Do you contemplate any other central body besides the Central Charities Board of which you have spoken?—Yes, but that has special reference to the registration of teachers. There was a committee, of which I think you were a member, which reported upon that subject, and which distinctly recommended the establishment of a council for the

purpose. I think that something of that kind ought to be done and such a body, when once established, might possibly be used for other purposes. It is conceivable that they might be used, and in fact it would be very natural, for having some kind of educational inspection of many schools—at any rate, where such inspection is sought. By educational inspection I mean the presence of the inspector in the room where the teaching goes on, so as to see that the teaching is good. And another point that they might possibly take up would be to organise some kind of system of pensions for teachers.

16,648. And would you give them power over the examinations of schools apart from inspection?—I do not think that that is at all necessary; I think there would be sufficient power elsewhere to do that.

16,649. It has been represented to us from some quarters that it would be desirable to have rather more uniformity of examinations, and less multiplicity, and that a central body of some kind might be able to bring that about; have you any views to express upon that point?—I should rather like to wait and see. My own impression is rather in favour of considerable variety in the way of examinations.

16,650. What relation would this central educational council, if established, bear to the Minister of Education?—I should take very much the line that the Select Committee recommended, and which is embodied in a Bill which was introduced into the House of Commons bearing the names of Sir Richard Temple and myself, promoted by the College of Preceptors. So far as I can see, that Bill is very much what is required, at any rate as a basis for discussion.

16,651. Perhaps I may ask you one question with regard to the relation of the Minister of Education to the Central Charities Board. You propose that he should fill the post of chairman?—Yes.

16,652. And that he should attend all important meetings?—No; that is at his discretion. What I mean is, that he should be a member of the board, and attend or not as he liked, but that practically he should be in some such position as the Secretary of State for India is with regard to his council.

16,653. Would you give him power to overrule the decisions of the other members of the board?—Yes; but I think he would have the power without giving it to him expressly. If the Minister said to them, "Well, "gentlemen, if you go on with this scheme I shall not support it in the "House," that I think would be an end of it. The great difficulty that I fear with regard to bringing in the Minister of Education is this: apparently, if one may judge from the evidence given by Mr. Acland and Sir George Kekewich before the House of Commons Committee, they seemed to think that they ought to be familiar with and responsible for all the details. My own impression is that you cannot get that, and I do not know why they should be responsible for all the details. If you are to say that the Minister of Education is to make the schemes, and go through the whole of the negotiations with all the bodies, it seems to me to be putting a task upon him that he cannot possibly carry out. On the other hand, I do not think that it would do to leave it to purely civil servants who did not appear before the public, and were not, nominally at any rate, responsible for the negotiations. You should have a body of persons who are able to take, to some extent, responsibility before the public if they are to negotiate with any satisfaction with trustees and others; and so I do not want the Minister of Education to be really responsible for the whole of the negotiations in the sense that he has actually conducted them himself; but he ought to have the controlling power, so as to direct the policy, and interfere when he thought fit. I should not regard him as constantly sitting on the board, or even frequently sitting on the board.

16,654. That, I suppose, is why you advocate the retention of a body similar to the Charity Commission rather than bringing them into the Education Office?—Precisely.

16,655. Have you anything more that you want to say about the powers and constitution of those various bodies which you have described to us?—I do not think so.

16,656. Then, speaking generally, would you advocate their being empowered to deal with educational endowments somewhat on the lines of the Welsh Intermediate Education Act?—Yes, without going into the details of the thing; and there is one particular point in the Welsh Intermediate Education Act, which I do not think I should follow; it took away the power of initiating schemes from the Central Board. I do not see any necessity for that. I should leave that with the Central Board, although I do not think they would probably very often exercise it; but I see no good in depriving the Central Board of the power of initiation, if they think proper, and the circumstances arise.

16,657. I think, under the Welsh Act, they were only deprived of it for a limited number of years?—But that, I presume, would be the number of years which the work was supposed to require to accomplish it.

16,658. The initial stage of the work?—Yes.

GOVERNMENT OF SCHOOLS.

16,659. Would you prefer schools to have separate governing bodies, or to be governed by those local bodies?—I think that a good deal depends upon the circumstances. I should not lay down any rule beforehand. I should not propose to at once sweep away the governing bodies; I think in many cases of large and important schools it would be desirable to keep them up; but there ought to be power, especially if the school is aided in any way by the county council or the district council, for the county council or the district council either to take over the management or to nominate governors.

16,660. Similar to the power given under the Technical Instruction Act to nominate a certain number of governors?—That is very limited; I do not remember the exact powers, but in practice it is very limited.

16,661. Would you not think it better, as a rule, to have a special governing body for a school, including local representatives, than to put them under the ordinary municipal body?—I think so.

INSPECTION AND EXAMINATION.

16,662. Have you anything to add under the head of inspection and examination?—No, except this, it is more or less putting together what I have already said. There are three classes of inspection or examination which Mr. Fearon has sometimes mentioned: official inspection, educational inspection, and examination of scholars. The official inspection, I think, should belong to the County Charities Board; the educational inspection might, to some extent, be exercised by the County Charities Board, but might also, and probably better, be largely conducted by the Central Educational Council for the registration of teachers. The main object of the educational inspection is to see whether the teaching in the school is good. That, of course, has a very considerable connexion with the work of the Central Educational Council in regard to registering teachers, but I think there ought to be power in the county councils to appoint such educational inspectors. Then the examination of scholars in the way in which it is ordinarily done now, might be left in the main to such agencies as are at work at present; but the County Charities Board should have the power, whenever they thought fit, of ordering or conducting such an examination.

16,662. Just as the Charity Commissioners have under most of the modern schemes?—Yes.

16,663. Which is a power, I believe, that is not often exercised?—With regard to our Manchester school it is part of the scheme now, but it has only been so far a year or two, and I do not imagine that it will be often exercised. I do not think that any good school would have the smallest objection to such a thing.

16,664. With reference to the educational inspectors that you have spoken of, do I rightly understand your view to be that they would be appointed by the county boards but that their proceedings should be

regulated to some extent by a central educational body?—My notion was at first that they should be officers of the County Charities Board, but it occurred to me afterwards that possibly the Central Educational Council might in some way be concerned with it.

16,665. They might approve of the appointment?—I have not worked it out. I was not quite certain that they would not have some inspectors of their own who might be appointed by the county council.

16,666. Do you wish to say anything more on the question of the registration of teachers?—No; my views upon that point were fully put in the draft report which I presented to the Select Committee, and which practically on most points agreed with the report of the Committee, so that I need not trouble the Commissioners with them.

16,667. If I remember rightly you had considerable objection to including all the existing teachers in the register?—A very strong objection; I think it is a perfectly suicidal policy.

16,668. Your view was that no one should be placed on the register who had not proper qualifications, even at the start?—Quite so.

16,669. Do you wish to express any views as to the relations of the universities to Secondary Education?—The only special point that I want to mention is, that at present, both at Oxford and Cambridge, I believe some knowledge of Greek is necessary to obtain a degree. I think that is exceedingly undesirable; it practically prevents the thorough development of what I should call a first grade modern school. I can see no reason at all for the retention of a subject like Greek as an essential part of a university education, and I believe the retention is very detrimental indeed.

16,670. You mean that it prevents the universities from being the proper head of the modern side of first grade Secondary Education?—Exactly.

AUDIT AND TAXATION OF CHARITIES.

16,671. Is there any other point which you would like to refer to?—There is one other matter that I might mention. There has often been a question raised whether there should not be an audit of charity money, and in connexion with that there is the question whether you should not in some way make the charities pay for their own administration. I am not very scrupulous about the central government paying money for these purposes, only I do not want to put more either on the taxes or on the rates than I can help, and I think it is a question worth the while of this Commission to consider whether some attempt might not be made, as has often been suggested, to put some of the expense of administration upon the charities. It can be done in two ways: one would be by not allowing the present deduction for the Income Tax. At present the Income Tax is collected from charity property as from any other, and then the charities every two or three years apply to Somerset House, and get the money back. The money is collected without any trouble or expense, and if you found for instance that an 8*d*. Income Tax, as at present, raised more money than was necessary for the purpose, there would be no difficulty when a charity applied to get the money back in their receiving back say, only one-half. There is no difficulty about working it, and the only practical difficulty is the strong opposition which that proposal has always excited in the minds of very influential charity bodies, such as the London hospitals and others. I was strongly opposed to the attempt a few years ago to impose it in virtue of what was a wrong decision of the courts, and I thought it was a fraud upon Parliament to do it in the way in which it was proposed to be done; but the question was set to rights by the House of Lords deciding that the basis of the Commissioners of Income Tax proceedings was faulty, wrong, and overruling the Commissioners, so that the Income Tax was returned to the charities as it had been before. But it has always seemed to me to be well worthy of consideration whether you should exempt the charities from Income Tax. You have two grounds for not doing so. One is, that you can then apply the money to paying expenses, and the

other is that it is not reasonable as long as you leave to donors and testators the power to impose upon the State the obligation of maintaining their particular views for some time, that they should thereby claim an exemption from taxes. But the other mode in which you may deal with that is one which has been suggested (I am at liberty to mention the name) by Sir Henry Longley in a very excellent paper which he drew up some years ago, which suggested that it might be combined with an audit; that is to say, that a stamp duty, a per-centage should be put upon the accounts, and that they should be subjected to a proper audit similar to the poor law audit, with the power of surcharge or disallowance. The stamp duty upon that would bring in a very considerable sum, and you might also, as he suggested, without diminishing the beneficial action of the Charity Commission, put a stamp upon such orders made by the board as obviously give a real benefit to the charity, for instance, on sales and leases, on which Sir Henry Longley has shown that in a large number of cases the benefits to the charity have been very large in a money sense by the control exercised by the board in those two branches. He seems to think (and I agree with him, so far as I am capable of judging) that those are methods in which you could raise a considerable sum of money without diminishing the beneficial influence of the Charity Commission. And I do not think that, except by a local audit, you have any sort of power of managing the audit of charities. And after all, although I do not suppose that frauds are very numerous at present, I do not think it is wise that an income, which I believe is something like three millions a year, should be administered by an immense number of small bodies of trustees and governors all over the country, without their accounts being subject to any audit whatever, that is to say, any audit external to what they choose to make themselves. Take our important bodies—take even our own grammar school—it is audited by a proper auditor, and no harm is done; but in a large number of cases there must be no audit at all that is worth speaking of. I am at liberty to mention Sir Henry Longley's name; it is an interesting paper, tracing the whole history of the thing, and I have no doubt that if the Commissioners desire it he would be willing to put it at their disposal. He said that it must not be regarded in any way as the opinion of the board; it is not the board's doing, but it is his own opinion.

16,672. Then let me understand. You propose by one of the means which you have suggested to raise a central fund for paying for the central administration of charities, including educational charities?—I am inclined to think that it is desirable; I think it is a subject well worth your consideration; and my own view is that on the whole it is a reasonable thing to do.

16,673. But the object of this taxation is not merely to pay for the audit, but to pay the general expenses of the central administration of the charities?—Quite so, and possibly the audit also. I do not see how otherwise you are to get the money for the audit, unless the Government choose to take it on their own shoulders; and I think it is important that the accounts should be audited.

16,674. In the case of local schools, do you not think that you could give the local department the power of ordering an audit, as they have under the Technical Instruction Acts?—You can give them power to do so, but I have much greater confidence in the power of the central department.

16,675. (*Sir John Hibbert.*) With respect to the question of the audit of charities, I suppose you would propose to place it in the same position as the audit of the parish, district, or county accounts, under the authority of some central board?—Yes. My notion was that practically the poor law auditor might do the work.

16,676. I was going to ask whether it might not be possible, as the Local Government Board are about to appoint a number of assistant auditors for the purpose of auditing parish accounts, that the same auditor might, at the same time, without any greatly increased expense,

audit the parochial accounts of charities?—I should think it would be very desirable that the audit should be put in the hands of some persons in the habit of doing it as being more convenient and economical.

16,677. Upon the same plan you would approve of a small payment, a stamp duty payment, being made upon the audit of parochial charity accounts, just in the same way as a stamp is placed upon the audit of parochial accounts?—I suggest that as a possible way of raising the money, and an unobjectionable way.

16,678. I suppose you are aware that at the present time the Local Government Board receive in aid of the Exchequer something like 4,000*l.* a year by stamp duties on audits?—I am not aware of the amount; I presume it is not a percentage.

16,679. It is a percentage, to a certain extent, upon the rateable value, but it does not pay the whole expense of the auditors?—I do not see why the whole expense should not be paid.

16,680. Supposing that it were possible to do it with regard to parochial charities, would there not be difficulty in carrying out an audit of accounts like the accounts of the Manchester Grammar School, for instance, or any large and important grammar school in the country?—I see no objection to their doing that.

16,681. But do you not think that a considerable objection would be raised by the trustees of those bodies?—No, I do not.

16,682. There are so many other items that come in beyond the endowment, that it would be undertaking really an audit of the accounts of a board which had other expenditure than that of the charity money which they had in their hands?—Quite so.

16,683. And the same with respect to hospitals in London; would not they also raise a considerable amount of objection?—I believe, judging from experience, that any attempt to deal with the large hospitals in London would excite a great deal of opposition.

16,684. At the present time all charitable accounts are obliged to be forwarded once a year to the Charity Commission, you know?—It is directed to be done, but it is not always done.

16,685. Is it not the fact that the Charity Commission, if it is not done, immediately write down to ask why the returns have not been made?—No, very often not for some years.

16,686. I happen to be a trustee of a local charity, and I know that it has been so, that they have written down, and asked why the returns have not been sent?—I think you will find that it depends upon whether the attention of the Charity Commissioners has been called to the absence of the accounts by some proceedings in reference to the particular charity.

16,687. The reason I ask that question is that, even although the accounts are sent to the Charity Commission, there is no real audit of the accounts; they merely receive them as they are forwarded?—None whatever.

16,688. Therefore that is a strong reason for an audit, is it not?—Yes.

16,689. I am sorry that I had not the privilege of hearing most of your evidence, but there is just one point on which I want to ask a question; that is with respect to the powers and duties which you propose to give to the county authorities, district authorities, and parish authorities, over these educational matters. I want to know whether you propose to give those different authorities independent powers, or whether you propose to have the district council's powers and the parish council's powers delegated to them by the county authorities?—The parish council's powers I have not proposed to alter from what they are at present, except that I should alter the Act, and give them the whole control of the parochial charities.

16,690. Taking the case of Lancashire, which you and I both know, where they have an immense number of parish and district authorities, unless there was some controlling authority like the county authority by which delegation was given to those smaller authorities, would there not be a very great danger of matters being carried on upon different plans in different districts; would there not be that danger of want of uniformity?—That is a matter of which you can far better judge than I can, I have had so little to do with county management; but I have no objection to the county body having very considerable control in these matters.

16,691. I do not know whether you are aware that under the present system with respect to the technical instruction grants, the matter is under the control of the county authority, and the powers are delegated to districts and parishes for carrying out those duties?—I believe that is the case.

16,692. (*Dean of Manchester.*) With regard to the difficulty about local bodies being willing to give inspection of their accounts and a proper official audit, might it not be sufficient if the audit was directed simply to the endowment itself, and not to the rest of the administration?—I am not quite clear how far that could be done; they go into one common purse you see.

16,693. But if the revenue of the endowment, so to speak, were properly disposed, that would be sufficient perhaps for the audit, and might meet the objection that you raised just now, that you thought bodies might not choose to put all their accounts into the audit?—It might possibly meet some objection; but with a public school you do not know how far you can regard such things as the payment of fees of scholars as properly speaking exempt from proper audit.

16,694. I should not wish them to be, but I mean merely to try and meet the objection which you yourself, I think, raised, that a great many of those local bodies would object to all their accounts being put under audit?—I only spoke of the objection made by the large London hospitals.

16,695. It is a fact, is it not, that in a great many of our smaller towns particularly,—that being perhaps the reason,—there is no further inquiry than just the receipt of the accounts, and there is an end of it?—Quite so.

16,696. Now I notice you carefully keep in the plan of your scheme, Secondary Education distinct, both in administration and direction from primary education; but you would put them under the same Minister of Education, I presume?—Yes.

16,697. The head of your scheme is the head of the Education Department also?—Yes. I would only like to say by the way that although I have not ventured to contemplate it at present, I cannot help thinking that at some time it may be thought desirable to decentralize a good deal of the control of primary education, and, possibly, to put it under some board or another; but I know too little about the actual administration of primary education to make it worth your while to listen to me on that subject.

16,698. And you do not fear any very sharp line of demarcation between the policy of one Minister of Education and another as appointed by different Governments?—I should think it would not be very large.

16,699. Because I suppose you consider that a great deal of this work is under the inspiration naturally of the experts of the department, whom the Minister of Education for the time being takes into council with himself?—Yes, and I do not know that the lines which divide people in politics at all coincide with the lines which would divide people on points of the management of secondary schools. I do not know really that there is any great division amongst persons on the matter.

16,700. You spoke of the consent of trustees with regard to non-educational endowments—those which at present are not educational—I

understood you to say that the consents of trustees would need to be sought; but is it not the fact that the consent of trustees, certainly within my knowledge, is very difficult to obtain in those cases, and would you not give a greater power than you have sketched to put those non-educational endowments under control?—I am not quite sure that I have been rightly understood. When I spoke of those consents it was with reference to the diversion of an endowment from one head to another.

16,701. Precisely?—In the case of such things as the diversion of non-educational endowments to education, there is a power at present by consent of the trustees; but I think I added, or intended to add at any rate, that it should be with the consent either of the trustees or of the appropriate local authority, whatever that might be—the county, or district, or parish.

16,702. That is in the verting of an educational endowment from one purpose of education to another?—Yes.

16,703. But I am speaking of non-educational endowments?—Yes, but converting them to education.

16,704. Exactly?—That I think applies; that is converting them from one head to another.

16,705. Because they are all under the great ægis of charity; because they are a charity under the Charity Commission?—Yes, but I see no objection to giving the appropriate local authority in each case power to act, and to substitute that power for the consent of the trustees.

16,706. In cases both educational and non-educational?—Yes, just in the same way as I think the parochial charities ought to be under the control of the parish and not of separate trustees, so I think that larger charities, but still limited in jurisdiction, should be under the control of the district councils, and that they should have power respectively.

16,707. Of course you are aware that the consent of trustees is necessary?—Yes.

16,708. And that it has acted most viciously?—In many cases it is a very great nuisance.

16,709. You spoke of the higher grade school system, with which, of course, we are familiar in Manchester; should you put the higher grade system of school boards under the Secondary Education Department, or would you leave them under the Primary Education Department?—I should expect that they would have to be left under the Primary Education Department, connected with it; but I should be inclined to put some kind of control or check upon them.

16,710. As to the further extension of the system?—Yes. I believe that within certain degrees the extension has been useful, and at any rate, whether useful or not, I do not think that it can be interfered with; but my own view is that it has been exceedingly useful. At the same time, I do not think that they ought to be allowed to be continually going on encroaching and encroaching until, in an inferior way, they endeavour to do the work that is better done by better officered and better managed schools.

16,711. In point of fact, you mean that they should be saved from overlapping?—Yes.

16,712. And excepting in the form of bursaries or scholarships, you would not give that higher grade education free, not even in board schools. You are aware that in Manchester we do not do so, but in some boards they do?—I confess I do not see the reason for giving it free.

16,713. You think that people should pay for the advantage after primary education?—Yes.

16,714. You spoke in reference to Owens College, and the technical school in Manchester. At the higher end of the technical school is there not a disposition to entrench upon what you may call the higher scientific

education, even for the commercial classes?—I cannot positively say that there is such a disposition, but I am afraid that it might be developed.

16,715. Is it not within your knowledge that it has been asserted by somebody who has a great deal to do with it that it is so?—I am afraid of it; I would rather put it in that way. I cannot give particulars.

16,716. Would you be surprised, then, to hear that it is the intention of the technical instruction people, the administrators of the technical instruction school in Manchester, to take into their own hands the higher range of their subjects, which some people think might more suitably be undertaken by the professors at Owens College?—I am not surprised to hear that such a suggestion has been made, but I should hope that it would not be carried out.

16,717. (*Mr. Lyttelton.*) Can you favour us with any more definite suggestion as to how you would curtail the extension of higher grade schools?—No, I do not think I can. I imagine that it would be done through the Education Department.

16,718. Such as a limit of age, for instance?—A limit of age, no doubt, would be a fairly effective one.

16,719. I did not gather whether you contemplated any representation of the registered teachers on these local bodies of which you have spoken?—I cannot say that I have. I am not on the whole very keen as to the representation of teachers, any more than I should represent policemen on the bench.

16,720. Do not you think that the questions which they would have to deal with would be very largely educational, and that the knowledge of experts would be wanted?—But they can get expert opinion in lots of ways; they can choose persons on the board who have knowledge of that kind; and the council can consult schoolmasters and teachers to any extent that they like.

16,721. But do you think that they will like?—I do not know; people are not always wise. I think they ought to do so.

16,722. But on the whole you think that if it were left to them to do it voluntarily, it would be as satisfactory an arrangement as if there were a compulsory representation?—Yes, I think so. I do not like the representation of teachers on the governing body at all. But it depends upon the extent of the thing. I do not think my objection would apply very much to the existence of one representative; but there is always a difficulty in selecting the one, and the selection would probably lead to a good deal of difficulty in another way.

16,723. Would you tell us what sort of power you would give to the central authority over the non-local schools, the big boarding schools?—Only that of possibly appointing one or two of the governors, and having the right to examine or inspect if and when they thought fit. I presume that the central board would have the same power over these as over all other schools, so far as they were endowed, of course; I mean with regard to schemes, or seeing that they kept to the schemes, and things of that kind.

16,724. Then, excepting that you would exempt them from the control of the local authority, you would make no difference between the big schools and others?—I do not draw a distinction on the score of bigness; the ground on which I should exempt is where the schools are eminently or predominantly non-local; I say predominantly because I do not think that the existence of a few day scholars is sufficient to make a school a local school. There are a few day scholars at Rugby, but I should not regard Rugby as a local school.

16,725. Would you have a list of the non-local schools drawn up by the central authority?—I think it would be necessary.

16,726. In respect to the matter of compulsory Greek at the universities, I think you said that the objection to the present state of things

is that the modern sides of schools have got a barrier between them and the universities?—Yes.

16,727. But do you know that at the big boarding schools the number of boys in the modern sides who wish to go to the universities is practically infinitesimal?—That I cannot be certain about; it would vary with the schools considerably. But I also said that I thought compulsory Greek really prevents the proper establishment and thorough working of a first grade modern school, not merely the modern department of another school, but a school entirely devoted to that purpose.

16,728. But do you suppose that boys who attend such schools as that would wish to go to the universities even if facilities were given them?—My impression is that a very considerable number would, only that at present there is a sort of leaning on the part of many people to believe in classics, and to think that their boys ought to be in the neighbourhood of classics, even if they are not actually learning them. And then there is a long inherited attachment to a large class of schools which would continue to teach the classics as well as to have modern sides.

16,729. Would not a very large proportion of those boys go into business at an earlier age than that at which they would be allowed at present to go to the universities?—They might or might not. I cannot conceive why many persons with a scientific or mathematical tendency should not go to a first grade modern school instead of a classical school.

16,730. And then go to the university after that?—Yes.

16,731. Are you in favour of any general leaving examination of secondary schools after the manner of the Germans?—To a certain extent it is carried out now by the Oxford and Cambridge Joint Universities Board. I have not really thought of that; I think it might possibly be well worked. But I do not like the idea of a central body conducting examinations over all the schools.

16,732. (*Dr. Wormell.*) There are two questions which I should like to put to you in reference to the supremacy of the Minister of Education over the central educational council. That central educational council, I suppose, would issue regulations for the registration of teachers, and would fix the conditions of registration?—Yes, so far as they were not provided by the Act.

16,733. From time to time they would probably have the power of making new regulations?—Very probably.

16,734. Would you require that the approval of the Minister of Education should be given to those regulations?—I think that would be reasonable. My only hesitation was that it is presumed that the Minister of Education would appoint some of the members of the council; but still I do not think it would be at all unreasonable to require the consent of the Minister of Education.

16,735. The object of my question is to see how the Minister will be supreme over that particular branch of the central authority. Another function of that council will probably be to inquire into matters of professional misconduct, judging from the analogy of the Medical Council?—Yes.

16,736. In that case it would become a sort of court of appeal on those points. Would you give an appeal to the Minister from the council in such cases?—I should think not.

16,737. In what way would the Minister be supreme in regard to that matter?—I hardly regarded the Minister as being supreme on that council; it was as regards the Central Charities Board that I regar Minister as being supreme.

16,738. (*Mr. Fenwick.*) I think you expressed the opinion that the aim should be to make secondary schools self-supporting?—Yes.

COST OF SECONDARY EDUCATION: ON WHOM IT SHOULD FALL.

16,739. Have you made any calculation as to the probable cost of such secondary schools?—Not if you mean the general cost throughout the

country; but do you mean the actual cost at which that particular education could be given?

16,740. Yes?—It may be interesting to know that I have here a brief analysis of the expenses of two schools of which I am a governor; the Manchester Grammar School, and the Hulme Grammar School. I will take the Manchester Grammar School. I find that the salaries of the masters and the examination fees are rather more than 11*l.* 6*s.* 0*d.* per head, and the prizes and bursaries are about 5*s.* per head. Free places take almost the whole endowment; there are about 160 of them. The other expenses, such as rates, gas, coals, advertisements, stationery, clerk, cleaning, &c., are 2*l.* 1*s.* 0*d.*, making a total expenditure of 13*l.* 12*s.* 0*d.* for the actual expenditure in the school. But then it must be remembered that the school is rather peculiar in two ways; it has very large funds for exhibitions both in the school and from the school, and almost the whole endowment is expended on free places.

16,741. (*Mr. Cockburn.*) What is the amount of the whole endowment?—The net endowment is 2,500*l.* a year, and over 2,000*l.* goes practically for the free places.

16,742. (*Dr. Fairbairn.*) And in scholarships at the universities?—Yes. Why I mention that is that many schools would require to take a certain proportion of their ordinary income for paying exhibitions to universities, &c., but the amount at the grammar school is very little; it is 5*s.* for prizes and bursaries, and that is all you can say. If I may just put the other side, the endowment is 2,550*l.*, less 2,142*l.*, which goes for free places and bursaries; that leaves only 438*l.* to go to the general expenditure of the school, which supplies about 10*s.* 9*d.* per boy, and the fees are 12 guineas, so that it would really come to 13*l.* 2*s.* 9*d.*; and the difference between 13*l.* 2*s.* 9*d.* and 13*l.* 12*s.* 0*d.* is made up at present from an accidental source—we get 250*l.* from the Manchester City Council. So that what you may really say is that the cost of an education such as that, apart from exhibitions and scholarships, is about 13*l.* 12*s.* 0*d.*

16,743. (*Dean of Manchester.*) Which 250*l.* will vanish when the schools open?—It may or may not.

16,744. (*Dr. Fairbairn.*) In that endowment the building is not counted?—No.

16,745. That is a considerable sum to add, is it not?—Yes. I cannot tell quite what the cost of our buildings has been; I was trying to think over it this morning, but my impression is that they must have been at least 80,000*l.* besides the land, and I do not know what the land cost; it may be 10,000*l.*

16,746. Say for the whole 100,000*l.*?—I should think that would cover it.

16,747. (*Mr. Fenwick.*) What proportion, do you think, of the children of the industrial classes would be able to pay the fees necessary to acquire an education in such schools?—I am hardly able to judge. The difficulty of that is met fully in Manchester by almost the whole of our endowment going to pay for those free places.

16,748. Supposing that there was a considerable section of the community that was unable to pay the fees, how would you provide for deserving cases where there was a desire to obtain the advantages of the higher education in secondary schools?—By scholarships partly founded out of the technical instruction money, partly by endowments, and partly possibly by voluntary gifts.

16,749. Endowments out of the taxes, do you mean?—No, I do not say endowments out of the taxes; I said endowments.

16,750. Existing endowments?—Yes.

16,751. But where there are no existing endowments, from what source, then, would they have to come?—There are a good many endowments which might be converted to such purposes.

16,752. Take the county of Northumberland. Over a considerable portion of the county, where it would be necessary, I presume, to establish secondary schools, we have no endowments whatever. How would you deal with that?—I am afraid that I cannot deal with the difficulty in detail, but I should imagine that the county of Northumberland were able to put their heads together and their purses together to some extent to supply a want of that kind. I do not think that the actual utility for public purposes of boys, from what for want of a better word I may call the lower classes, receiving a very superior education, is quite as great as some persons think. I do not think that the desire to have it is a test of the utility for the public supplying it. I should be most sorry that any boy who really had the capacity and industry should not obtain a very high education, but I do not think that such boys are very numerous. May I add that I do not think it is desirable that boys who have not got capacity and industry should be forced up into a totally different stratum to which they are not used, and where they will not move with ease.

16,753. Unless you have a sufficient provision in the shape of scholarships or exhibitions to enable children to pass into secondary schools where there is fitness and capacity, combined with the desire to do so, is there not a danger of the secondary schools being organised entirely in the interest of a portion of the community who are a stage higher in the social scale, say, than the industrial classes? — I am not quite clear that I see the exact point from which you speak of the danger of an organisation in their favour. The only organisation that I desire is one to make the superior education as good as it can be for the limited amount that can be bestowed upon it; but I do not quite see what other alternative you have. The only alternative that occurs to me is that of making the whole of the higher education gratuitous, and that seems to me to be an enormous waste of money for a purpose which can within at any rate narrow limits be supplied elsewhere.

16,754. Have you made any calculation as to the proportion of support out of public funds, which is given to what is commonly called the education of the higher classes, and that which is afforded to the children of the working classes?—No, I have not made any exact calculation about it, and, if you will allow me to say so, I think that the question in some respects uses terms that I could not recognise. I divide the education into primary, secondary, and university education; I do not divide it into education for one class or another. The primary schools at this moment are open to the Duke of Westminster's son if he likes to go there. It is simply that the State has undertaken to supply what is absolutely necessary in a civilised country for making a person, you might almost say, a civilised man by giving him the elements of education. I cannot see why, because we give an enormous sum for that purpose, there is on that account any ground for giving more to supply higher education.

16,755. Is it not true that a much higher proportion is given by the State to a section of the community who could better afford to pay for their education, than is given to another section who can less afford to pay for it?—In one sense I can understand those words being used, but they require a good deal of criticism. You mix together a good many different sources. I regard the money raised compulsorily by rates and taxes to stand in a totally different position from the money raised by voluntary subscriptions or endowments. The universities are entirely supported by old endowments or the voluntary payments of those who go there.

16,756. Are not many of the endowments which the universities possess State endowments?—There is nothing I think that could be properly called so at the present day. I am willing to recognise the fact that money given by kings in former days must be regarded to a large extent as public money, and I think it is public money for many purposes, in that the nation has an interest in it; but I do not think that in the least assists you in any argument for imposing a rate in order to supply other education. The whole of the Secondary Education and the whole of the university education is maintained by money without coming

upon the rates or taxes, and it is one thing to say that a lot of persons may leave their money voluntarily, or pay their money voluntarily, and another thing to say that because some people have done that you are to compel a whole lot of other persons to pay large sums for an education which most persons who will take it are able to pay for themselves.

16,757. I have only just this one question more to ask you. Did I understand you correctly to say in answer to a question, that the higher education provided for by the school boards should not be given gratuitously?—I do not quite see why it should. There is no doubt that free education for the great mass of people up to a certain extent removes a number of difficulties, and that it does ensure your giving the elements of education to everybody, or at any rate removes all chance of their keeping out of it; but I think it involves a great waste, and I am not prepared to carry that possibility of waste any further than I can help.

16,758. Then at what point would you limit free education?—I think that it ought to be limited to the necessary elements of education, but that there should be power in cases of evident capacity and industry to carry free education up to any extent. I have given you certain statistics as to the Manchester Grammar School, it may be interesting perhaps if I mention the results. At the Manchester Grammar School, as I pointed out, we are very peculiarly situated, because almost the whole of our endowment goes to provide free places at the school. As regards one-half, we are bound by the scheme to give a preference to boys who have been three years, it is now (it was less), at a public elementary school. Looking at the statistics, I find that of those who gained entrance scholarships in the years 1877 to 1894—of those elected from the public elementary schools to free scholarships for three years—56·8 per cent. completed their three years at the grammar school; the remainder did not stay so long.

16,759. (*Mr. Hobhouse.*) At the grammar school?—Yes. Of the boys who were not necessarily elected from public elementary schools, which might, however, include some who had been at public elementary schools, 80 per cent. completed their three years. That shows that, taking a lot of boys from a public elementary school, you come across a great number who, from one cause or another, do not go on with education. Of those who reached the sixth forms (there are several sixth forms, science, mathematics, and classics), there were 12 per cent. only of scholars from public elementary schools, and 28 per cent. of the others. So, too, of those who went to the university, there were only 8·2 per cent. from public elementary schools, and there were 21·4 of the others. Of those who obtained scholarships at the university there were 5·45 from public elementary schools, and 16·8 per cent. of the others. I do not know that there is anything very surprising in that result, but I think it shows this, that of those boys selected originally by merit from public elementary schools, it is only a very few who, from one cause or another, will carry on their education to the highest point.

16,760. (*Mr. Fenwick.*) Would not that arise largely from the fact of their social condition not allowing them to be withheld from labour?—Undoubtedly; but I take it that you do not get over that even by free Secondary Education.

16,761. Would you not minimise the hardship considerably by doing so, as there is not only the fees, but also the loss from withdrawing the boy or girl from service, to be taken into account?—Quite so; and we have met that to some little extent at the grammar school on the governors' own proposal. We have power to convert a few of the free places into an extra payment to selected boys; that is to say, instead of electing two boys to a bare free place in the school, we can elect one boy to a free place and give him twelve guineas besides by way of enabling him to continue there; and I think that something of that kind is very desirable. But I think that if you are giving free education you are incurring a large expenditure for a comparatively small result as regards the lower classes, and that that comparatively small result ought to be dealt with by scholarships and exhibitions. I should like to add, that among the boys elected on this

public elementary school three years' qualification, two of them obtained scholarships at Balliol, and one obtained an exhibition at Balliol, and another obtained the Sheepshank's Astronomical exhibition at Trinity College, Cambridge, which practically showed that he was the best in the year; so that there is abundant reason to be gratified and to encourage in every way the promotion of boys from the lowest ranks, if you can once get capacity and industry, and I would encourage it to any extent if you can prove the capacity; but I do not like wasting a whole lot of money on the bare chance that your other arrangements may not quite work.

16,762. (*Dean of Manchester.*) Is it not also the fact, for Mr. Fenwick's further information, that the Manchester Grammar School governors are in the habit, if they know that a man is pinched for resources at the university, of granting him assistance upon proper assurance that he is so pinched?—That is quite right to some extent, but it has arisen rather accidentally. We have had occasionally funds left to us under different heads for exhibitions at the school, and some of those deeds contain a power of using any surplus in other ways for the benefit of the school or scholars. On two or three of these trusts we have had some surpluses, and now for a good many years, we have been in the habit, where there was a person who got a scholarship at the university, and who was spoken of by the university authorities as being in every way creditable, in case of proved need, of giving him, say, 30*l.* a year for two years, or something of that kind. That has arisen accidentally.

16,763. But it has been done?—Yes; but I do not imagine that it is a very large amount that we pay in that way every year; it may be perhaps 100*l.* a year.

16,764. (*Mr. Sadler.*) Fully granting the need of more oversight of the charities, might not the close union between charitable and educational management, which I understand you to propose, introduce new and unnecessary controversies into educational administration?—I hardly developed fully—because I had not really thought out—the control to be exercised over non-educational charities by the local boards. I do not think that there would be that difficulty, and I do not suppose that you would suggest it as regards the central board.

16,765. No?—As regards the local bodies, all I said was, that I should suggest their taking it over ultimately as far as possible.

16,766. I think the name that you suggested was not the county educational board, but the county charities board?—Yes.

16,767. And the thought that occurred to me was whether, if that was done, the members of the board might not be elected rather for their interest in charitable matters than for their interest in educational matters?—That is possible; it might lead, possibly, to the formation of several committees and enlarging the board more than was originally the case.

16,768. And the future of many charities will probably be rather medical or eleemosynary than educational?—That I cannot prophesy; I think it very likely.

A "County Charities Board."

16,769. At any rate, the present trend of opinion, being what it is, might be led into considerations rather foreign to education?—It might. I do not know why they should not be capable of dealing with these non-educational charities. I am not proposing that the county charities board should, as a rule, be the governors of them. I think there are some cases where they might be; but, as a rule, I should think not, and that they would only have a certain oversight.

16,770. (*Mr. Cockburn.*) I suppose that with your rigid view as to Secondary Education being self-supporting, you would be able to explain in some way—in regard to the 700,000*l.* of technical instruction money, under the Customs and Excise Act, and if we are to add to that the 500,000*l.* or 600,000*l.* dispensed by South Kensington, making a million and a

quarter—how it is all to go. Would it all be required simply for exhibitions and scholarships?—I take it that there is much to be done in regard to proper technical instruction, which would use a good deal of it. Then, probably, there are buildings in some cases to be provided, I have always regarded that; and such things as repairs, rates, and taxes, are all things that come under possible means of using the money. Nor do I wish to be rigidly understood as saying that you absolutely should not apply any of it to endowment.

16,771. Your view is general rather than severe?—Yes. We are benefiting at the grammar school at Manchester at the present time by 250*l.* and that goes to general expenses.

16,772. You do not think that there can be any finality about our primary education in this country; that we can say: "thus far, and "no farther, it is to be carried on on free lines." If we are to hold our own as a nation in competition, you would agree that we must go on improving our primary education, I suppose?—I do not know that improving our primary education means taking in Secondary Education.

16,773. Does not it, at all events to some extent, mean taking in technical and manual education?—Yes, to some extent.

16,774. Is not that a very costly form of education?—I do not know. We do a little of it ourselves at the grammar school and at the Hulme School; I do not know that it is particularly costly. Of course, technical instruction you may do in a very costly way, and spend a deal of money over it.

16,775. Then I suppose that you would not object to a good deal of the money being spent upon children of the primary education class, if the money was spent on technical or manual work?—No; but I am not keen for free education, and therefore I am not inclined to develop it more than I can help.

16,776. Then you think that there is nothing in the complaint of the middle classes, who, practically, now have to bear the greater part of the cost of the primary education of this country, and receive nothing whatever themselves. I suppose that the primary education parent is paying almost nothing, except through the channel of his tea, tobacco, and beer?—You mean that the classes above those who usually use primary education are paying for it.

16,777. Yes?—That is so to a large extent; but it is simply because, on the whole, they have the most money in the country, and it ought to be used in taking care that the members of the State are civilized beings.

16,778. Up to a certain length, and no further?—Yes.

16,779. And the class above them has no claim to any consideration?—They have the same opportunity; they can send their children to the public elementary schools if they choose. If they do not, it is that they prefer to pay money out of their own pocket to provide higher and more select education.

16,780. But you have already said that the public elementary school should be limited in its range?—Yes.

16,781. Then if a parent wants to carry his child further than that, what is he to do?—He should pay for it. There ought to be some exhibitions open to him as to others.

16,782. (*Dr. Fairbairn.*) Referring to the earlier part of your evidence, may I ask if you would state the difference between the Endowed Schools Commission and the Charity Commission, after 1874, somewhat thus: that the Endowed Schools Commission was primarily a political and administrative body, with judicial functions added?—No, I would hardly take that, if you would allow me. I do not think that they were, in any proper sense of the term, a judicial body, and I do not think that they were a political body. They were treated as if they were a political body, but they were not so at all, I think.

16,783. I used the word "political" in order to bring out your mind. You explained the relation in which the Charity Commissioners stood to the Ministry or Minister that appointed them, as that they held office at pleasure?—Yes.

16,784. They were, therefore, intended for the carrying out of a distinct policy?—Whatever the Government policy might be, and limited by the Act.

16,785. But they distinctly existed for a purpose which could be described as a purpose of public policy?—Yes, just the same as any other department of the Government.

16,786. Then as to the judicial function, did the Endowed Schools Commission not exercise judicial functions in determining the definition of charities as regards certain schools, and, therefore, localities?—Not what I call ju dicial functions, but I limited my use of the word "judicial." My notion of judicial means the ordinary case of lawsuits and controversies between parties.

16,787. Then it was legally judicial that you had in view, rather than judicial as exercising functions of judgment?—They were exercising functions of judgment, and in doing that they had to have regard to the precise terms of the Act of Parliament, and to interpret it.

16,788. That brings out the point that there were questions of policy determining or regulating their judgment?—Yes.

16,789. Would you reverse that as regards the Charity Commission, subsequently to 1874, and say that the judicial function was the primary function, using the word "judicial" in the same sense?—No, I do not think so. I should say, as regards the administration of the Endowed Schools Act, that the Charity Commissioners are very much in the same condition as we ourselves were, only that they are not so obviously and easily amenable to the Government of the day as we are.

16,790. Which means that to a large extent the element of public policy is eliminated?—I should hardly say that.

16,791. I want simply to bring out your mind upon the matter. What would you say then?—There are certain difficulties which have been pointed out—certain differences of judgment which were pointed out before the Select Committee of the House of Commons between the Department of Education and the Charity Commission; and it seemed to me that to a certain extent those differences were or might have been rendered more acute by the fact that the Charity Commission were a semi-independent body, which we were not. But my own impression is that the difficulties were a little bit exaggerated.

16,792. Then do you think that the presidency of a Minister over the entire Charity Commission, that is to be such an entirely nominal presidency, would be contributory to his work and status and influence?—It is not to be a nominal presidency; it is to be not a very frequent bodily presidency, but it would be pervading the whole thing. Any question of real policy, or of the general line of action of the committee, would no doubt be subject to him, and would probably to a large extent be carried out under his approval.

16,793. But you have said that to a large extent it would be impossible for him to supervise each scheme?—Yes, the details of each scheme.

16,794. If that were so, would you propose any kind of division between the legal and educational departments of the present Charity Commission?—No, I should not; but in any Act of Parliament which dealt as I proposed with the Charity Commission, it is quite possible that there might be certain points named of a legal character on which an appeal might be given to the judicial committee of the Privy Council, or some other body, just the same as there are under the Endowed Schools Acts. I think there are certain legal cases where it might be right to give an appeal from the Charity Commission.

16,795. But you think that any division between educational and other charities is not desirable in the public interest?—I think not.

16,796. You have so defined the relation, in interpreting the *cy-près* law, as to imply a given relation of charity to the State; would you kindly state how you conceive the charities entrusted to the Charity Commission to be related to the central authority or the State?—If I understand the question rightly, I regard the Charity Commission in common at present, I am sorry to say, still to a certain extent, with the Court of Chancery, as being the organ of the State for introducing the necessary reforms in the administration of charities.

16,797. If those charities are given for the purpose of fulfilling a common public good, do they stand in any relation to an administrative department of public funds?—Hardly an administrative department of public funds in the ordinary sense. I am not sure that I quite catch your meaning. They have a certain control over the capital of endowments, that is to say, of preventing it from being squandered; and they have power from time to time, with certain formalities—certain consents—of making schemes for administering the income; but only in that sense.

16,798. You have proposed to name your local authority the county charities board?—Yes.

16,799. But according to your statement, relatively to rates and taxes administrable for the purposes of Secondary Education, the charities would be a very small proportion of the funds in hand or the funds under control?—No, ultimately they would be a very large proportion. At first, possibly, it would be wiser to start it and call it the county education board; that I cannot say, but I look upon them as ultimately having certain functions with regard to all charities, and not merely educational; and the whole charities are very large indeed. The present income, as I understand, of charities generally, not merely educational, is something like 3,000,000*l.* a year; that is the figure I may say given to me by Sir Henry Longley; it cannot be taken strictly, of course. And the amount of educational endowments, under the Endowed Schools Acts, apart from other charities, is, I suppose, not above 500,000*l.* or 600,000*l.*

16,800. I wanted to elicit this point, whether it would not be more desirable to view education through public representation rather than through charities?—I do not quite catch your meaning.

16,801. My meaning is this: that if you name the central and the local authorities according to the charities, they may look at their problem from the point of view of the endowment simply that they have, rather than that of their responsibility to the ratepayers and taxpayers, whose money they have to administer in a larger degree than the charities?—Primarily, according to my notion, they would not have any money raised by rates or taxes. I propose that they should apply to the county council and with the consent of the county council, a rate might be raised; but, if even a limited rate might be raised, I do not think that it would at all equal the value of the charities. I do not know what the value of a penny rate is. A penny rate in the administratve county of Lancaster raises about 35,000*l.* a year.

16,802. But besides the penny rate, supposing it were raised, there are all the questions connected with the Science and Art Department, and other grants from central funds?—I beg your pardon. In that sense they would have a certain amount of money raised by rates and taxes.

16,803. One word as to Greek, and that is all. Not only from the point of view that the university should terminate the whole education of the country, but from the point of view of Greek itself, do you think it would be advantageous that it should be made optional?—I do not think it could possibly prevent anybody getting a knowledge of Greek worth the having, who was really capable of benefiting by it, or using it.

16,804. Would it not really contribute to a much more efficient teaching of Greek were only the men who wanted to have it going up to the

university for it?—It ought to do so in some cases; but I expect that most schoolmasters, when teaching Greek, rather adjust their teaching to those who are capable of doing something, than to those who are very poor scholars, and are only taking it up for a particular purpose.

16,805. (*Mrs. Sidgwick.*) As regards Mr. Lyttelton's objection that the boys at modern schools do not wish to go to the universities, should you not attribute this, so far as it is true, to its being understood that, owing to the compulsory Greek, a boy who takes a modern education cannot go to the universities; so that his not going is determined when the modern education is entered on?—Yes.

16,806. (*Chairman.*) Was it not within your knowledge, when you were an Endowed Schools Commissioner, that there existed a strong desire for the teaching of Greek in some places where the Commissioners had at first sight been disposed to believe that the teaching of Greek would not be desired or appreciated?—Yes, in some schools; I remember one in particular, where the governors were all up in arms at the idea of charging an extra fee, or in any way hindering the teaching of Greek. I believe that so far as it has a real reason, it means this: that many parents do not quite know what the ultimate destiny or powers of their boys might be, and they would like the schools in their own locality to teach whatever those boys might be thought able to learn. If a boy can go to a boarding school he can choose his own place, but if he has to attend a day school, the parents always desire that that school should supply every need.

16,807. Still it is the fact that you found in places where you did not expect it, a strong local desire for the maintenance of Greek?—Yes; but I think only from the general notion that Greek was an essential part of education.

16,808. But you found that opinion entertained by the local authorities?—Yes, by the trustees of schools.

16,809. Am I right in thinking that one of those schools, which at first the Commissioners had intended to class as what was known in those days as a second grade school, has since become a flourishing first grade school, sending many pupils to the universities?—It is quite possible.

16,810. (*Lady Frederick Cavendish.*) About the doctrine of *cy-près* I see on your notes you say that it has been set aside in certain educational charities. Is that so?—The Endowed Schools Act has practically no regard to *cy-près* whatever; it gives a general power to vary the trusts limited simply by the object of promoting the education of boys and girls.

16,811. Has it ever come within your experience that the application of the doctrine has, as a matter of fact, soothed local feelings, or disarmed local opposition in educational matters?—I do not know of any case to which I could refer. I regard the doctrine of *cy-près* as a limited and distorted method of improving schools, and I think it is better to conduct the business directly with the one single object of promoting the real good of the persons intended to be benefited.

16,812. And as a matter of fact has there ever been great difficulty in applying the doctrine when people have sought to do so from conflicting opinions such as you have alluded to?—That case which I have referred to, Betton's case, was fought vigorously for ten or twelve years in the Court of Chancery, and the application of the doctrine constantly leads to a great deal of discussion.

16,813. (*Chairman.*) Is there anything else that you would like to add to your evidence?—There are two points which I do not think I have mentioned. One is that I presume that any jurisdiction which is given to the Charity Commission, or to a new board, ought to apply to schemes made by Act of Parliament as well as to schemes made by the Court of Chancery. At present the Charity Commission cannot deal under their ordinary powers (they can under their educational powers under the Endowed Schools Act) with a charity that is under an Act of Parliament,

the theory being that an Act of Parliament can only be altered by an Act of Parliament; consequently, under the subsidiary power which they have from the Court of Chancery, they cannot deal with it at all, and the restriction is a most serious hindrance in many cases. Under the Endowed Schools Commission the Act is laid on the table of Parliament, and consequently gets parliamentary authority in that way, or, at any rate, it is capable of being so laid. The other point that I rather wanted to mention is, that I have noted that in the House of Commons Committee, and on many occasions, many persons seemed to be very desirous that Parliament should have right of amendment of schemes laid before it, and not merely that of rejection. I differ strongly from that view; and I differ on this ground, that it is very undesirable to give any body a power of amendment unless they consider the whole of the case, and see whether the amendment that they desire will fit in with the rest of the scheme. And, apart from that, a good deal of the action of the Charity Commissioners and of the Endowed Schools Commissioners may be described as in some sort a compromise or agreement with either the locality or the trustees; and in that case the compromise or the arrangement ultimately adopted contains one clause put in in order to meet another clause, and the consent and withdrawal of opposition to the scheme is often conditioned on the fact that a particular clause of the Act is in the scheme. If Parliament is to deal with that without regard to the compromise and arrangement made, that will take away all authority from the Commissioners or the Board in making arrangements, because they will be negotiators without any power to give effect to their negotiations, and there will be acceptance of schemes and withdrawal of opposition on terms which will afterwards be set aside by Parliament. It is a totally different question if the thing were referred (which, in certain cases, might, perhaps, be desirable) to a Select Committee of the House, which could go into it and hear evidence; but to give simply to a vote of the House at 12 o'clock at night the power of cutting out or putting in a particular clause, or amending a few words, is, I think, very fatal to the proper conduct of negotiations which have led to it, and will not be in the interest of the Charity Commission.

SUPERVISION OF SCHEMES BY PARLIAMENT.

16,814. (*Sir John Hibbert.*) Upon that point, would it not be possible, if you do not approve of the amending of a scheme, to have some plan by which it could be referred back to the Commission?—Clearly; and that could be done easily by the Government simply saying, if they are convinced on certain points, "We will withdraw the scheme, and consider it afresh."

16,815. (*Chairman.*) That would involve considerable delay would it not?—Undoubtedly.

16,816. (*Sir John Hibbert.*) But without going through the different stages again, and laying the report on the table of the House, might there not be some plan of referring the scheme back to the Charity Commission for reconsideration, without causing any very considerable delay?—No doubt it is possible. The Act might say that the House should have the power of referring it back for consideration, and, in that case the previous procedure would be unnecessary to be repeated. I should not like the House to specify the particular points; that would, in fact, be a command.

16,817. (*Mr. Hobhouse.*) Is it not the fact that in one or two cases the House of Lords have really made amendments in schemes that they have passed them into law, with certain clauses struck out?—I believe they have.

16,818. (*Chairman.*) I suppose your remarks with regard to the amending of schemes would apply to some extent also to omissions, because where a particular part of a scheme is omitted by Parliament, that might destroy the effects of the compromise?—I think it would, and I do not like it myself at all.

16,819. Therefore the considerations that you have laid before us would apply to amendments by omission as well as to amendments by insertion?—Yes, they would.

16,820. (*Sir Henry Roscoe.*) With regard to your evidence about the overlapping of the studies at Owens College and the technical school; are you aware that a joint committee from several bodies has now been appointed for the purpose of arranging such a system as might, to some extent at least, do away with that admitted evil?—Yes; a purely voluntary committee has been appointed to consider that question, and make suggestions; but the whole power is in the hands of the town council.

16,821. So far as regards the technical school, it is in the hands of the town council?—So far as regards the administration of their share of the 700,000*l.* a year.

16,822. And you think that those powers should be given to another body somewhat differently constituted?—Yes, which should represent other educational interests.

16,823. More generally?—Yes.

16,824. (*Dr. Fairbairn.*) Is it not the case that the Charity Commission have been very frequently of late before the House of Commons through its Committees?—In the last ten or twelve years, I think there have been three Select Committees on them.

16,825. Do you think that that has largely proceeded from the independence of the Charity Commission of the Minister, or any Minister?—I do not know. My own impression is that it has proceeded very largely from the determined opposition of one or two members to the particular method of dealing with some small charities, and that they have excited a great deal of feeling, and that feeling has been reflected and become more general.

16,826. Still, were a Minister more directly related to the Charity Commission, that might save it from its frequent appearance before Committees of the House?—Possibly, but I do not think there is any harm in a public Department being occasionally submitted to an investigation of that kind; I think it is proper and useful.

16,827. (*Chairman.*) Is there anything further that you wish to mention?—There is one thing that I had forgotten to say. I do not know whether the Commission are aware of it, but I rather wanted to mention the fact that the old Schools Inquiry Commission first brought before the public the necessity of technical education. I do not know whether everybody knows of it; but the Commissioners had not been sitting long when they received some very important information from Lord Playfair and others, upon which they consulted a good number of other persons, and then issued a short report, saying that they were incapable of dealing with the subject themselves, but that they hoped that public attention would be called to it. The report was issued in 1867.

16,828. (*Sir Henry Roscoe.*) That was Lord Playfair's Report, was it not?—It was a letter that he wrote with reference to what he saw at the Exhibition of Paris.

16,829. Was the report by the Commission or by Lord Playfair?—The report was by the Commission.

(*Chairman.*) We are extremely indebted to you for your very interesting evidence.

The witness withdrew.

Adjourned.

FORTY-THIRD DAY.

At Westminster Hall, February 26th, 1895.

PRESENT:

THE RIGHT HON. JAMES BRYCE, M.P., IN THE CHAIR.

The Hon. and Reverend EDWARD LYTTELTON.
Mr. RICHARD WORMELL, D.Sc.
Mr. HENRY HOBHOUSE, M.A., M.P.
Mr. H. LLEWELLYN SMITH, M.A.
Mr. GEORGE J. COCKBURN.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
MRS. BRYANT, D.Sc.

The Honourable EDWARD LYULPH STANLEY examined.

16,830. (*Chairman.*) You have been a member of the London School Board, I think, for many years?—Yes, with a short break, since 1876.

16,831. The London School Board has not, so far as I know, expressly founded any schools or classes which would be considered as distinctly secondary, has it?—No.

HIGHER INSTRUCTION IN LONDON BOARD SCHOOLS.

16,832. At the same time its work has touched Secondary Education on several points. There is the technical side, of course; but the upper classes also, in some of its schools, have had what may be called a secondary character, I suppose?—That is rather a question of the use of language; I should not describe them so, because I do not describe what is popularly known as higher grade school board work as Secondary Education, but as the completion of primary education.

16,833. The School Board for London has not created, has it, any of the schools which are technically known elsewhere as higher grade elementary schools?—Not to the extent that they have in Manchester, in Leeds, and in some other towns; but we have schools where there are classes beyond the standards, and we have three boys' departments which are organised as organised science schools. We have a good sprinkling of schools in which we have erected laboratories which are more or less in use, and that work is beginning; but we are aiming at giving an extension to that work, but not exactly on the lines thus far that have been brought before you from the large towns in the North.

16,834. Will you tell us precisely where these ex-standard classes are and where the organised science schools are, and will you give us some figures with regard to the numbers that are attending in those schools?—I would mention three, which I think were referred to in Mr. Sharpe's report upon London this year: Medburn Street in St. Pancras; Thomas Street, Limehouse; and Blomfield Road, Plumstead; all those three are, so far as we are concerned, organised science schools, although, owing to delay in erecting the laboratories for practical chemistry at Thomas Street, that school has not yet been recognised by the Department as an "organised science school," but the plans are prepared, and it will be equipped in that way. There are also girls' departments where advanced work is being done, but we do not wish to treat the girls' schools on the line of science schools in any way; the advanced instruction is more in the nature of drawing, advanced dressmaking and cutting-out, shorthand, book-keeping, and other things that are likely to be useful to girls.

16,835. It is what may be called professional technical instruction on the women's side, I suppose?—Yes. With girls, of course, subjects which would be strictly technical for men, we hardly consider technical—such as needlework—because it is part of the daily household work of every woman.

16,836. In how many schools have you got ex-standard classes?—I should think that now we have perhaps (I am speaking quite from memory) 25 departments, boys and girls together, in which there is a separate teacher for the ex-seventh class. In those schools that I have mentioned—at any rate in Medburn Street—we have have more than one class of the Seventh Standard. I ought to say that at Medburn Street we have taken advantage of the powers which the Department gives us and have put the boys straight into the science school after passing through the Sixth Standard, and that gives us a larger school there.

16,837. You get on account of these ex-standard schools Science and Art grants, of course?—Yes.

16,838. Practically in all of them, I suppose?—The three schools where we have got large science grants are the three I mentioned.

16,839. The organised science schools, that is to say?—We call the Thomas Street School an organised science school, but it is not yet recognised by the Department as such for want of a laboratory; but at Medburn Street, I think, the total science grant was 500*l.* last May. There are about 100 boys presented at the May examination at the close of the year.

16,840. Are you charging fees in those ex-standard classes?—No, all our schools are free.

16,841. Were fees ever charged there?—Yes, where there were fees, when the law compelled us to do so.

16,842. It is only since the recent Act, then, that they have been free?—Yes, since the recent Act; in fact, the three schools I have named were schools where a 6*d.* fee was charged before the Free Education Act was passed.

16,843. But I am referring not only to those three schools, but to ex-standard classes in other places?—There never was any difference in the fee of the school according to standard, whatever it was, whether it was a 1*d.* school and a 6*d.* school.

Relation of Advanced to Ordinary Elementary Schools.

16,844. But in London you have not any school that is expressly and entirely an ex-Standard or higher grade elementary school?—No, that is the point in which we differ from such places as Manchester and Leeds, that these schools in London have rather grown gradually than been systematically formed, and therefore they are parts of complete groups, from infants upwards. That is a drawback, because you do not get the same amount of space and convenience by developing in such a way as you do if you begin with a separate department beginning with the Fifth Standard and going on to the ex-standard.

16,845. Apart from that question of convenience and space, what is your own view of the policy of having a separate school of a higher educational type or simply adding the science classes to the elementary schools?—I think that for the development of elementary teaching the schools ought to be constructed especially for that work, for the upper standard work, and ought to be limited to scholars in the upper standards of the school; but I think it is important that the instruction should be continuous, that this upper standard school should contain scholars in the standards, and I am inclined to say that I should like them to go into it on commencing the work of the Fifth Standard; that is the part of the school in which specific subjects begin to be taught, and it is the part of the school where a natural groundwork is laid of general science teaching to lead up to advanced teaching. I think that if you pass on boys or girls who have passed the Sixth Standard in ordinary schools the break is rather abrupt, and I think the master or mistress of an upper standard school would rather have

the scholars under his or her instruction in the two or three years before they got to this teaching.

16,846. The natural break, so far as there is a natural break in a thing that ought to be continuous would, in your view, come rather at the beginning of the Fifth Standard than at the end of the Sixth?—I think so. I think that the education has been so purely elementary up to that point that any good school ought to have taught reading, writing, arithmetic, English, and geography up to that standard.

16,847. Then in your view, on the whole, the best plan would be neither that adopted in some of the northern towns, where the higher grade elementary school is a school by itself, nor, on the other hand, the system adopted by the London School Board, but a system between the two, that is to say, a school that should have some standard classes, but only the higher ones, and then proceed to the ex-standard?—My impression is that every upper standard school, except perhaps at Brighton, does have some standard scholars in the building; my impression is that it is so at Leeds, and certainly at the Deansgate in Manchester. But my real point is that most of these higher grade or upper standard schools are intended more or less to draft the scholars whose parents wish to give them a longer education, from the ordinary elementary schools, and my point is that the moment for drafting would come better on their entering the fifth standard than on their passing the sixth.

LINE BETWEEN ELEMENTARY AND SECONDARY EDUCATION.

16,848. What is your own view of the point at which a line can be drawn, if a line can be drawn, between Elementary and Secondary Education, it is almost as difficult, I believe, as to draw a line between ancient and modern history?—It is like the shading of a piece of paper from black to white, but I think for practical purposes that education which is intended to lead to industry and which will end at $14\frac{1}{2}$ or 15 years of age comes within the proper scope of elementary education, but that education which is intended to lead to higher clerkships or business and professional training, say as a surveyor or engineer or solicitor, a thing for which children who are not going out early in life take scholarships chiefly and stop on to $16\frac{1}{2}$ (and there are plenty of them). I think that is entirely Secondary Education. I think the thing that determines it is partly the age of leaving and partly what is likely to be the employment of the child after leaving.

16,849. It is therefore partly but by no means entirely determined by the subjects of the education?—Yes, I think that is the important point between Primary and Secondary Education, it is not only the difference of subjects but the difference in the way the subjects must be taught. In an elementary school, for instance, we are glad to teach in some classes a certain amount of French, but the French that we can teach will only at best be to enable the scholar to read a French book, get a certain knowledge of the French grammar, and lay the ground-work for him to go on in a continuation school. But when you make French part of Secondary Education you would aim at giving some facility of language or speech, and therefore you would begin to teach French younger, when the vocal organs are pliable. Accordingly the whole curriculum of study would come differently, and that would modify the whole course of teaching.

16,850. So that the less far you were going to carry French the later you would begin?—Yes.

16,851. Is that the kind of principle on which you have endeavoured to work so far in your schools?—Of course in elementary schools you do not work as you will but as you must; you have the code which regulates your work. If you take French as a specific subject you have separate stages laid down in the code.

16,852. To what extent in any of those schools and to what point have you succeeded in carrying French, as you instance that?—I should say in the case of the better scholars to a fair power of reading a not too difficult French book, and they would write French exercises, translate sentences of English into French, they would not have any extensive power of

French composition, they would not translate a continuous narrative into French.

Relation of London School Board to future Organisation of Secondary Education.

16,853. Passing from those facts which you have given us, what do you conceive to be the proper relation that the School Board for London ought to bear to Secondary Education?—I feel very strongly that Secondary Education, if it is to become a public function, ought to be under a board elected for educational grounds, it ought not to be an appendage to some board merely constituted for other purposes, and I feel that in London the school board could do the work well. I feel it is in this way, there is no doubt that Secondary Education takes us into a higher range than we are accustomed to now, and it would be desirable if the school board had charge of it, that more people of culture should come on to the board so as to give it the benefit of their minds, but at the same time the work of education and the administering of education in the lower grades of elementary work is always educating the members of the board and familiarising them with educational questions, and making them more or less look at those educational questions from an educational point of view, and it would not be putting a new duty upon them with which they would be unfamiliar, but simply demanding of them a little wider range of intelligence, and making an appeal to a class of citizens to come into the board who might be interested in Secondary Education.

16,854. Do you think that an enlargements of the functions of the Board would have the effect either of inducing persons to stand for the school board, some of whom have not hitherto done so, or on the other hand would have the effect of inducing the electors to regard the fitness of the candidates for conducting that kind of work more than they do at present?—That takes you more into the region of hope than of knowledge. I am afraid to prophesy as to that.

16,855. We are rather in the sphere of prophecy?—I think that giving to the school board the duty of administering Secondary Education would do good to the school board, and that you would have a board more likely to approach the subject from an educational point of view than any board like the county council; but how far it would improve the board, and draw better people in to stand, and how far it would educate the electors to choose intelligent members is very problematic.

16,856. Do you apprehend that there might be a danger that problems of Secondary Education would be apt to be dealt with to some extent in that spirit, slightly tinged by controversy which has occasionally been manifested, and which appears constantly to arise out of the problems of elementary education as they are before us at this moment?—I should hope not for this reason: I think that the public get a wrong idea, they think that a larger part of our work is controversial than really is. The newspapers only report those controversial things; but the great mass of our work is administrative work, and is got through without any divergence of party whatever; and I think that members of the school board get with experience to know the limits of their own imperfections, and to rely upon experts for technical matters as to which they have to take advice.

16,857. Still it is a fact, that hitherto there has been very little ecclesiastical controversy in the sphere of Secondary Education, and I gather that you entertain the hope that the giving of that work to the school board, would not bring that element of ecclesiastical controversy into the sphere of Secondary Education to any serious extent?—I do. But you must recollect that the London School Board only has had an ecclesiastical controversy in one year out of 24.

16,858. Has not the element been present in a more or less suppressed condition for a longer period?—I should say not.

Suggested Modification of Constitution of London School Board.

16,859. Supposing that the functions of the board were extended to Secondary Education, would you make any change in the method of electing the board, or would you give it to the board as it stands?—I think that the present method of electing the board, namely, by the cumulative vote, is a very bad one; that is on many general grounds. I think

it is about as bad a method as you could have, but not specially with a view to Secondary Education. But I have thought myself that there might be a certain advantage if the school board had some power of creating aldermen; if there were a power to elect a small proportion of the board from the people who would not face the tumult of an election, but who might bring in useful experience. Care should be taken of course to prevent that being used for party purposes. I think that if a school board, such as the London School Board, had the power of electing six aldermen, they should be elected by a single transferable vote, which would secure that each section of the board would try to put forward the best people they could; there would not be a party ticket for the whole majority, or the whole minority, Or I think if you gave Secondary Education to the school board, if that was thought necessary, you might give the school board the control at the back, but might require them to appoint a committee to which outsiders should be put on, with a strong element of experts. I think it would be possible to work Secondary Education at two or three removes from the school board.

16,860. That was rather the point to which my question was addressed; whether you would give Secondary Education to the school board as it stands now, in the same sense as it has the control of elementary education, or whether you would constitute a special body by delegation from the school board, with or without some outside element?—I think personally, that I should be quite willing to trust it to the school board itself; but if it would allay apprehensions, I should be willing to accept a board emanating from the school board, but with which outsiders should be associated.

16,861. You are aware that technical instruction has been hitherto under the control of the county council through such a committee?—Yes; I have been made a member of the Technical Education Board of the county council, and I am, therefore, familar with the way in which it works. I do not think that is satisfactory. In the first place, if we are to talk about technical education, I think it is unsatisfactory that the school board should be a mere dependent upon the good will and pleasure of the county council from year to year, whether it is represented or not. The county council have full power to constitute their technical education board as they please, and every year they can change it. I think that on an important work of education, like that, the school board ought to be associated as of right, and with a very substantial representation.

16,862. Reverting to Secondary Education, and assuming that the supervision of it was given to one body, would you consider on the whole that it would be better to give it to such a body appointed by the school board as you suggest, or to a body which should be created partly by the school board, and partly by the county council?—You are speaking for London?

16,863. Yes?—I have said that my preference would be to have the Secondary Education under the control of a body chosen entirely for educational considerations; but if various political forces at work prevent that, I should like to have a body which should be as far as possible educational, on which the school board should be strongly represented, and on which, perhaps, the popular element of the county council—the non-educational popular element of the county council should be represented, and on which, either by co-optation, or nomination, or something, there should be a very substantial body of educational experts, representing the teaching body, for instance, and other people who have given special attention to education. May I say that, of course, the question of the body seems to me to be a very varying question according to the area. I think that in London with five millions of people, it is one thing; but when you get outside London, I hold very strongly that it is of the greatest importance that your area, and your unit, and your body for Secondary Education should be amply large enough. Nothing would be more mischievous than to have a small body and a small area.

16,864. Of what size are you thinking?—I should say nothing less than a county or county borough, and that there ought to be power in any Act to enable small counties to associate themselves.

16,865. Would you in constituting this area make it follow the present area of the school board or are you inclined to extend that area?—Not in London. The school board area for London is the administrative county of London. AREA OF SECONDARY EDUCATION AUTHORITY FOR LONDON.

16,866. You think that is large enough?—No, I do not say that. If you choose to extend London, and if the London County Council took in West Ham and Willesden, then, with the same expansion, taking in those townships, the school board could extend also, but I would not have different areas.

16,867. You would not think it worth while to bring in West Ham, or Croydon say, in respect of their educational connexion with London, a change which has often been suggested, although they were not brought within the area of the London County Council?—No, I think that would be very undesirable.

16,868. For the same reason you would not bring in the rest of Middlesex?—No; but I would give great facilities to any area, which had some difficulty in meeting its wants within its limits, by association and a contract of subscribing, to use with the good will of other bodies their schools. I think that there ought to be great pliability in that way, the same as has been done with the deaf—power having been given to a local authority to subscribe to another local authority and to club together for the education of the deaf.

16,869. Some difficulties in point of fact arise with regard to the jurisdiction of the adjoining county councils and county boroughs over the school board, as for instance in the allotment of scholarships. Questions have arisen whether a boy should be eligible for a scholarship in respect of the place in which his parents reside or of the school in which he attends. In Essex our attention has been called to that. Have you any suggestion to offer to us with regard to that?—No. Wherever you have a frontier you have hard cases; but that is one of the results of legislation; you must put up with it. We have had cases in London both with the school board and the technical education board of the London County Council. It seems hard, for instance, that a man who lives up in West Hampstead and has just gone across the street to live in Willesden is disfranchised from holding a scholarship of the London County Council.

16,870. Do you consider that the best criterion would be the place where the parent resides or the school to which the boy goes?—I have not thought much about it; I should have been inclined to say that the place where the parent resides at the moment is a definite and tangible thing.

16,871. As respects scholarships, as we have touched upon them, would you conceive that the awarding of scholarships to boys from elementary schools should be in the hands of the authority charged with elementary education or in the hands of the authority charged with secondary education, supposing that the latter was not identical with the former?—May I say first that I think it is most important that however you organise secondary education it should be very closely in touch with elementary education? SCHOLARSHIPS FOR CHILDREN FROM ELEMENTARY SCHOOLS.

16,872. If you like to illustrate that proposition further, by all means do so?—I put that point first, intending to follow it up with the question of scholarships. I think that where the area, as it is in London (and I am talking of London), is co-extensive with what naturally would be the area for administering Secondary Education, it is important that the school board should have the management of any scholarship scheme. I take it that the idea of scholarships is to take the brightest and most promising of the children attending the elementary schools, and to enable them to go on with their education, so as to secure for the State all the ability that there is in any class. I am not now talking of scholarships given to people already in secondary schools, but I am talking of scholarships given for entrance into secondary schools. I think it is most important that the whole management of those scholarships should be in the hands of the body having charge of elementary education. Anybody knows that

a large scheme of scholarships is one of the most powerful weapons of modifying the system of instruction from which they are won, and especially in the best schools, and if either the scheme of examination or anything else connected with those scholarships were in the hands of people not interested in the maintenance of the efficiency of elementary schools, I think serious injury might be done to the course of elementary instruction by disturbing the teaching in the upper classes of elementary schools with a view of diverging from its proper course (which is to give a suitable progressive education to fit the boys and girls for what they will go out to early, namely, industrial life), and tend to specialising the elementary stages of secondary education, which would entirely distort and injure the teaching of the upper classes of the best elementary schools. I think that scholarships should be given so as to secure a harmonious and systematic course of instruction being given in the upper classes of the elementary schools. Of course if you consult the teachers of the secondary schools, one of their great objects is that the scheme of examination should be so framed as to enable the scholars, when they win their scholarships, to take their place most easily and to fit into the classes of the secondary schools; but I do not think that that ought to be the first object; I think that the clever scholars, who will be those that will get the scholarships, can make the transition comparatively easily. I quite think that if you take an ordinary boy or girl the transition is difficult, and then no doubt the ordinary boy or girl is better going into the secondary school in the lower classes, say at 10 or 11 years of age, to have a year's overlapping; but when you get the really clever ones with a little, perhaps three or four months' preparation between the moment of getting the scholarship and the moment of entering the secondary school, their force of character enables them to take their place very soon, and the break is not as serious as you might think. I may say that the reports that we have of the scholars of the county council technical instruction board who have lately got the minor scholarships and gone to schools like the Dame Alice Owen School and others, are very satisfactory; they show that with 500 scholars in the last year or so passed in they are taking their places very well and satisfactorily.

16,873. We have had evidence agreeing with what you say as to the comparative ease with which a clever boy fits into the secondary school when he goes there, say at thirteen years of age; but we have also had evidence going to show that the really clever boy is likely ultimately to get further and make a better use of his time if he is transferred at an earlier age: that he is *primâ facie* a boy whom it will be best worth while to carry on a long way, and therefore it becomes more important to make the most of him even at an earlier age; and that has been represented to us as an argument opposed to yours. Have you anything to say with regard to that?—I am not an expert in these matters but I think that that is probably absolutely true; that if a boy or girl is to enter upon a course of Secondary Education which is to last up to sixteen or seventeen years of age, they will do better to enter the secondary school at eleven rather than thirteen, because during those two years the subjects will be taught from the point of view of a long curriculum, and not from the point of view of a curriculum ending at fourteen years of age; that I have no doubt of. But it is a great question whether you can wisely award scholarships at such a tender age as eleven. I think that most people would agree, that to introduce the element of competition at eleven years of age was undesirable, that children are too young to be put into that strain; and I think that at eleven years of age it is rather premature to judge of their ability. I agree that those who happened to turn out able would be better for going in at eleven, but it is such a lottery to say that by the time they are fourteen, they will really show a high development of ability. It is a practical question.

16,874. We will revert to the question of competition in a moment, but upon this point that we have been discussing, I should like to ask you whether in what you have said of scholarships you are including both scholarships which will be tenable from elementary schools to secondary

schools, and those obtained at or before entrance to secondary schools, or whether you are also including scholarships which will be continued to be held at the elementary school itself, let us say from the ages of eleven to fourteen?—I do not see that you really need scholarships now in the elementary schools from eleven to thirteen or fourteen, because now that you have free education the children ought to go on with their education.

16,875. You do not think I mean that before the age of fourteen, cases arise in which the parent would like to withdraw a child from school who has passed the standards rapidly, a little earlier than he would do if he had a small scholarship to keep the boy at school?—A parent cannot withdraw his child in London until he has passed the Sixth Standard.

16,876. But a clever boy might pass the Sixth Standard between twelve and thirteen years of age?—Yes, he may; but there are of course the county council minor scholarships which are to some extent held in the upper classes of our board schools in the ex-VII.

16,877. That is an instance of what I am putting to you. The reason why I ask the question is that it has been suggested that if you leave these scholarships entirely in the hands of the authority which is managing elementary education, there will be a certain disposition to award them under conditions which will keep the boy in the Sixth Standard or ex-standard classes of the elementary school rather than encourage him to go on to the secondary school under the control of another authority. Do you see any force in that objection?—No—of course there may be such a disposition; I am not prepared to speak very positively about that. My impression is that of the clever boys and girls whom we want to keep at school a year or two longer by scholarships, probably at least four-fifths are children whose career really will end in what I consider the elementary stage of education—they will afterwards go to work. But I think that there may be perhaps 20 per cent. of these people—I will take the young people who have been getting the minor scholarships of the London County Council, I daresay 20 per cent. of those are young people who are fit to go on further. Then I think that the proper way to deal with those is, first of all to have some small scholarships of this minor character, and then afterwards at an age of not lower than fourteen, further scholarships which these young people will compete for.

16,878. Compete for after entrance into the secondary school, do you mean?—Yes, as holding the minor scholarships, whether they come, it might be from Leeds, from the central school, or whether it might be from one of our organised schools in London, or whatever it might be, wherever it is, let them compete at fourteen and a half years for these higher scholarships.

ALTERNATIVE COMPETITION FOR AWARD OF SCHOLARSHIPS.

16,879. Referring to what you said about competition, and recognising the difficulties of competitive examination, which have been brought before us in evidence, at so early an age as 11, are you prepared to suggest any other way by which scholarships may be awarded?—Yes. For any scholarships of any value; I will take even the county council minor scholarships, which are worth 10*l.* a year for three years plus free education, I do not think you could award them in any satisfactory way except by competition; but I think that if you had very small bursaries, to keep on children who had passed the Seventh Standard a year more at school, if they were very small in value, I can quite imagine your awarding them through the school itself. The London County Council has done that; they have small domestic economy scholarships for girls, held at the Battersea Polytechnic, at the Borough Road Polytechnic, and shortly they will be held at the Woolwich Polytechnic, and I think one or two others. They are for a short term, if I recollect rightly, 12 weeks' instruction in domestic economy, cookery, and those things, and I think they amount to about 2*l.*, and the meals while in attendance.

16,880. Two pounds a year?—No, 2*l.* a quarter; it is a short period of training. These are awarded through the headmistresses of the various

elementary schools within two miles of where the instruction will be given, and it really amounts to a matter of patronage; the headmistress sends up the name of a girl whom she thinks deserving: she knows that the county council will expect them to be given to a girl in need of it, whose parents, would not continue her education without it; and, as it is a small thing, the headmistress is no doubt a good judge, and can say "I recommend this girl." When it is done in a small way like that I see no harm in it.

16,881. Is that done through the managers of any particular school?—I think not.

16,882. It is done by the headmistress without communication with, or the approval of, the local managers of the school?—Yes, but from my experience I do not think that that would make any real difference; I think that the managers would be almost certain to take the opinion of the headmistress.

16,883. It has been suggested to us that in the case of all scholarships awarded to all children at or under 11 years of age, it might be safe to leave the selection of scholars to the headteacher of the school, subject to the approval of the local managers, and that this would be really better than the system of competitive examination. What do you think as to that?—I should not recommend that, if they were to be real scholarships. If it was to be a small thing in the school itself, just a small bursary to keep the boy or girl on for a year or two longer at the school after passing the standards, such a thing might be done. In the first place it would be very unfair upon different schools if each school was to get one, because a great many promising boys and girls that went to a good school would be shut out, while the poor schools, where the people did not care about their children going on, would get one too.

16,884. (*Mr. Hobhouse.*) I understand that you wish to illustrate, from Scotland, the question of the school board having the control of Secondary Education?—Yes; I think that anyone who knows the Scotch Education Act knows that by the original Act school boards had considerable power for Secondary Education, and those powers have been considerably extended since, and I see no reason why the people of England should not have the same powers conferred upon their boards as Scotland has. The defect in the Scotch Act was that it only gave the power, but imposed no duty. What I want to see is reality given to the development of Secondary Education by imposing a duty upon the public authority.

SUPPLY OF SECONDARY EDUCATION SHOULD BE A PUBLIC DUTY.

16,885. Would you be in favour of making it the duty of every local authority to see that their district was adequately provided with secondary schools?—Yes; but of course the school board area outside of our great county boroughs is quite inadequate.

16,886. I am speaking apart from the question of area. You would like to see it made the duty of some local authority all over England?—Yes, bearing in mind of course the existing provision. I think that in any further provision of Secondary Education there ought to be the amplest recognition of all existing efficient schools, and I go so far as to say that they ought to be recognised, whether they are conducted for profit or under endowment. I hold very strongly that such a body as the Girls' Public Day School Company ought to be fully recognised in any scheme for development of Secondary Education.

16,887. And efficient private schools?—Yes, you cannot in law distinguish between the Girls' Public Day Schools Company (although they are not working primarily for profit) and any man who has put 500*l.* into a school for himself. I think that any school which would come up to the standard of structural efficiency and efficiency of teaching ought to be recognised, whether it charged fees or not. If it charged very high fees it could naturally only be recognised for the scholars who use it at present.

16,888. (*Lady Frederick Cavendish.*) And would you leave the present management and curriculum untouched?—Yes, I think all that you would have to do would be to secure that some public authority, somebody from

the Education Department, probably, would have to recognise that those schools were efficient; but the curriculum must be very free. No one imagines that there would be a uniform curriculum imposed.

16,889. (*Mr. Hobhouse.*) Do you think that a possible result of putting Secondary Education under a body like the school board might be to introduce a more rigid system of education than some of us would prefer?—If, in London, the result of establishing Secondary Education under a public authority were to freeze out all existing schools except the endowed schools, naturally, with unity of direction, you might expect greater unity of administration and teaching; but I think that even in elementary schools, and even under the Code, which is the great source of uniformity, we see such great variety where there are good teachers in schools that I believe in secondary schools, under a common authority, people would see that the individual headteachers must have great freedom as to methods, and even as to time-tables and all that sort of thing. I should expect that myself. I think you would find that the Girls' Public Day School Company find great variety in their different schools; the different headmistresses have different tendencies, and different ideas, and that each school has its own individual character.

16,890. But they were not working under a code?—But I do not suppose that any of us think that Secondary Education would be working under a code.

16,891. The question that I wanted to ask you was this: do not you think that one of the objections, the valid objections, to putting Secondary Education under the school board is that the methods of controlling Secondary Education might tend to become somewhat the same as those that have been adopted for controlling elementary education?—No, I should not think so. Of course if the Education Department say, were to give a grant the Education Department would lay down some conditions under which that grant should be given; but I do not imagine that the Education Departmen would ever want to lay down conditions anything similar to the existing codes. I should have thought that premises, equipment and adequate staff would be the conditions required, and that if they were satisfactory the school would be recognized.

16,892. Taking the working of the organised science schools at present under the Science and Art Department grant, do you think that it is satisfactory from an educational point of view?—I may say that my personal knowledge of organised science schools system is rather limited by what I have observed in London, especially at Medburn Street, and of course from studying and reading about it. I think that hitherto the working of the organised science schools under the conditions of the Science and Art Department grant has been unsatisfactory; of course, you have seen the new circular which has just been out, and we have got to see how that is going to be worked; I think the general opinion is that it indicates a great improvement, and I think that now public opinion is more in the direction of getting further improvements. But of course South Kensington remains the last stronghold of payment by results in its most unmitigated form, and it is worse in that respect than Whitehall?

16,893. You think those grants might be administered better through the local authority for Secondary Education than directly from a central authority?—You mean the grants of South Kensington.

16,894. Similar grants to those?—Parliamentary grants.

16,895. Yes?—I am not prepared to say that. I thing it is essential for instance in the case of the drawing grant in elementary schools that the central authority should be satisfied that drawing is taught in all elementary schools. When you come to the secondary side of the South Kensington grants I should be very glad to see a great development of what is indicated in this new circular about organised science schools namely inspection substituted for examination, and a recognition of equipment, apparatus, adequate staff, and a good curriculum tested by the results of examinations at the end of the year.

16,896. A capitation grant?—Yes, of course practically it becomes a capitation grant if you grant according to the size of the school or the average attendance. You might give a grant as they always did for equipment, a grant towards laboratories, to call out local effort.

16,897. When you spoke of putting the duty upon local authorities to provide secondary education, to what extent would you carry that principle, I mean up to what grade of school?—I think all this only applies to day schools. It is obvious that a boarding schoool like Eton, Harrow, or Rugby to which people send their sons from all parts of England is not local; you could not say that there are a thousand places in Eton available for Bucks or Berks, it is available for all England.

16,898. Would you apply your remarks to all grades of day schools that give a classical education?—Yes; I think that, as I say, some public authority, probably the Education Department, after reporting to Parliament, would have to lay down, very much as was laid down for elementary education, what is the amount of accommodation needed for the population, just as Lord Taunton's Commission made an estimate of what was the amount; and that would have to be distributed between schools of the first grade, as they were called, and schools of the second grade. Every one admits now, I think that schools of the third grade belong to elementary education. Then they would have to take a census of all the available educational machinery in the district. At a place like Birmingham with the King Edward's schools you would find that the needs of the locality were probably nearly fully supplied. Taking that census they would then consider the case of schools conducted for profit—whether by companies or by individuals. The only thing is that schools with perhaps no permanent guarantee of efficiency, there being no charter or endowment would have to be subject to periodical inspection in order to see that they were still kept up to the mark, but subject to that, in regard to the residue of accommodation needed that department would after examination notify to the locality,—"There is a deficiency in your district; there is need of a good school for girls of 400," or for boys of 300, or whatever it might be.

16,899. You have spoken of an estimate that was formed by Lord Taunton's Commission of the accommodation required for Secondary Education; have you any opinion whether that estimate applies to present circumstances?—No, I think it is impossible to speak positively. I think that requires very careful inquiry by the department, the proportion of the population that use secondary schools and primary schools has developed so much. I have seen figures from Stutgart and Wurtemburg showing that an enormous proportion of the population frequent secondary schools, something far beyond anything that Lord Taunton put down.

16,900. Sometimes the demand is affected by the supply, is it not?—Yes, and I hope it would be. I hope that if there were a good supply it would stimulate the demand.

16,901. But I suppose you would admit that there is a considerable number of boys and girls now receiving education in the elementary schools, in the higher grade schools, who would have to be included in those statistics?—Yes; if you take Leeds or Manchester I have no doubt that it is so. We know the success of the Deansgate School, by giving education more fitted to what the parents wanted in order to give their boys a good start in life, has quite cut into the Manchester Grammar School.

16,902. But, in London, as you have told us, the proportion of boys receiving education in higher grade schools is not great?—No, small.

16,903. I believe you wish to say something on the subject of the training of teachers?—On the question of training, I do not speak at all as an expert; but, as a member of the council of the Maria Grey Training College, I should like to say that I feel very strongly the importance of professional training for secondary as well as for primary teachers, and I should be very glad if in any development of the national system of education, some important recognition of training could be brought about.

16,904. Would you advocate a similar training of secondary school teachers to that at present adopted for elementary school teachers?—No, I think not; I think there is room for great improvement in the training of elementary teachers, and, therefore, I should be sorry to put secondary teachers under the same training.

16,905. What I rather meant was, would you advocate having the two classes of teachers trained at the same institutions, or in the same classes; or would you keep the training separate?—I think you could not train the teachers for secondary schools in a training college such as exists now for elementary teachers; a great deal of the time spent in the training college for elementary teachers is spent in giving them the necessary information, that is to say, in completing their general information, not in training them in the art of teaching or psychology.

16,906. On the registration of teachers, do you wish to give any evidence?—That is not a point on which I wish to give any evidence. I think, if it was properly developed, it would be a very good thing.

EVENING CONTINUATION SCHOOLS.

16,907. Do you wish to say anything about evening continuation schools?—I think that evening continuation schools ought to be considered distinctly to belong, as they do now, to the elementary school authority. As you know, of course, from the new Evening School Code, an Act of Parliament passed three or four years ago, liberated the evening schools from the obligation of the previous Act, that the instruction given in them must be mainly elementary, and you now have a machinery which, if properly carried out, can give very good advanced instruction in evening schools. I dare say you have had some evidence from Manchester upon that. I suppose that Manchester has been the most successful case of extension of evening school work by the school board.

16,908. Perhaps you will just tell us shortly what you are doing in London, in that respect?—We are doing something in London, but I cannot help saying that I am disappointed. Whether it is something in the temperament of London people, or whether it is our fault on the school board, I do not know, but we do not get the numbers to our evening schools that they get in the northern towns, not in regard to the population.

16,909. All the evening continuation schools in London, so far as they are receiving public aid, are being carried on under the school board, I believe?—Yes, there is, of course, evening continuation work going on at the polytechnics, too.

16,910. Of a technical character, mainly?—I do not suppose it differs very materially from what is done in our evening continuation schools. In Greenwich, when the New Cross Polytechnic was opened by the Goldsmith's Company, for a time there was a great desertion of our evening classes, and they had an enormous number enrolled, attending at New Cross; but I was told that a good many of those people have come back to our classes, because, although they were more ambitious at New Cross, the classes were so large that the young people came back to the humbler classes of the Board.

16,911. Do you think that those two sets of classes are interfering much with one another prejudicially in London; is there overlapping to any prejudicial extent?—Wherever you have two people teaching the same thing, there may be overlapping; but I am not aware that there is anything prejudicial.

16,912. It is healthy competition, would you say?—I do not know that. I have not had any experience brought under my observation to show that there is any mischief arising.

16,913. I should like to ask you one or two questions on your reasons for preferring the school board, or a committee of the school board, as the authority for Secondary Education rather than such a body as the technical instruction board of the county council. You have given us one reason, and, I think, one only, namely, that the school board is not represented as of right on that board. Supposing it was represented as of

right, and represented in sufficient numbers, considerable numbers on that board, should you still be of opinion that it would be better to have a committee of the school board itself, rather than a complex board like the technical instruction board?—Yes, I think so. I think that it is important to give unity of direction to the education of London throughout, and to have it under one education board. I think it would be worked all through better.

RELATION OF TECHNICAL TO SECONDARY EDUCATION.

16,914. You do not then contemplate separating technical instruction in London from Secondary Education?—Technical instruction has got established on its own footing by an Act of Parliament, and vested interests have sprang up; but I think it would be a great pity if you were to get Secondary Education proper, as I would say, perverted and injured by being associated too closely with technical education. I think that the idea of education is education, and I think that the idea of technical education is rather getting some skill or art which will enable you to earn money; and I think that the whole idea of Secondary Education ought to be rather freer. I think that if you were to put it under the technical instruction board, it would become narrower and more mechanical.

16,915. Then, do I rightly understand that you would wish to have technical education in the narrower sense of the term left under a separate body, the committee of the county council, while you would put the general field of Secondary Education under the school board?—I do not say I wish it so but it is so; and I think it would be very difficult to assail. Then you may say this: that technical education is a little different; you do want to associate with yourselves for this, both industrial people who are capitalists, and also industrial people who are workmen; and I think it is a very special thing, and I think can perfectly well be left as a special thing distinct from general Secondary Education.

16,916. Do you think it can in the country generally, or only in London. In London of course, as we know the field is so vast, and the interests are so great, that different reasons may apply?—If you mean by the country, big country boroughs, such as Manchester and Leeds, I would rather that people from Manchester and Leeds told you how it worked there. If you take a strictly rural district,—take Devonshire or Lincolnshire, or any such district,—you have no great school board,—you must there create a new county authority; and I think that so far as I can make out (although I do not profess to speak with any knowledge) from what I hear, I think those county councils up and down have among the gentry who are on them people who have taken an active interest in education, and have brought with them habits of business and ability, and some public spirit and disinterestedness; and I fancy from what I hear very generally, that they are making a beginning, and accumulating a good deal of experience. Whether I should have made them the body in the first instance, is one thing; but when a body has been established three years, and has learnt something, I do not know that I should put something else in their place.

16,917. All that I wanted to be clear about was whether you were expressing a view about London or the country generally. I understand that you do not wish to speak about the country generally on this particular point; but that in London you think that the most practical line would be to leave technical instruction proper to such a body as administers it at present; but to give the control of Secondary Education generally to the school board, or some committee of the school board?—I do not go so far as that. All I say is that I do not propose to challenge it.

16,918. That would be the course that you would prefer?—I am not prepared to have a preference; I am going to be neutral in that matter.

TRAINING OF TEACHERS.

16,919. (*Mrs. Bryant.*) I should like to ask you one question with regard to the training of secondary teachers. I should like to know how you propose to aid that by a grant of money?—I think it might be partly aided in this way:—That if you were to say (as I think you have thrown out a suggestion) that at any rate in all endowed schools—in all schools under

schemes, and in all schools that might be established by the public body to come into existence, it is a requirement that the teacher should be trained, that obligation would cause people to seek training, and they would pay for the training; but there might be some vote to furnish suitable buildings. I know this also: I have a good many irons in the fire, and I am connected with the National School of Cookery, where we teach a great many teachers cookery. We find that owing to the demand that there is for teachers of cookery under the county councils and school boards these people find no difficulty in getting the money to pay the fees for getting the training,—because it is a necessary part of their training as teachers.

16,920. Then, would you propose that the training of teachers should be for the most part self-supporting?—No, I do not propose it; but I say that it might be. It is not for me to propose that any great sum of public money should be given for that purpose; that would be entirely a matter of public discretion

16,921. I want to know whether you have any ideas as to how aid could be given for that?—I think it might be desirable to aid the establishment of the building. At the Maria Grey Training College with great difficulty we raised 12,000*l.* to put up the buildings; and we are not self-supporting on our year's work in spite of the fees of the students. I think that some aid might be needed; but I am inclined to think that if you had suitable buildings found, the fees of the scholars might cover the cost of training.

16,922. With perhaps some provision for scholarships?—I have no prejudice against that; but I do not think it would be necessary.

16,923. I suppose you would be rather inclined to deprecate a system which made the training of teachers independent of the cost of individuals; you would rather that they paid something for it than that they were trained at the expense of the State, as the elementary teachers are?—I do not say that it would shock me that the State should furnish a training for its teachers. I do not think it is necessary, but it would not shock me.

16,924. Have you any preference?—I do not think I wish to express a preference.

16,925. (*Lady Frederick Cavendish.*) You said that you would inquire into the sufficiency of the teachers; would you inquire at all into the sufficiency of salaries?—No, I think I should leave that to settle itself.

16,926. (*Mr. Cockburn.*) You work under a special Act, do you not, for London alone in the School Board for London?—No; there are some special sections in the Act of 1870 applying to London, but it is not a different Act. Practically the only difference is that we have constituencies; the cumulative vote works slightly differently; we have eleven constituencies instead of one.

16,927. And 55 members, I think?—Yes.

16,928. And that is for 5,000,000 of people?—4,300,000 or 4,400,000.

16,929. Is your area conterminous with that of the London County Council?—Yes, it is exactly identical, except so far as the city of London for some purposes is not under the County Council. The city of London is only half subordinate to the County Council.

16,930. Is the London School Board quite big enough for the educational work of London?—I should not like to see it materially increased. I think we should be too much like a Parliament, and too little like an administrative body.

16,931. Would a smaller number do, in your opinion?—No, I think not.

16,932. If a separate body were set up for Secondary Education, need it be so large, do you think, as your board?—I could hardly say. The amount of work to be done for Secondary Education would be much less than the work to be done for primary education; therefore to that extent you might work it with a board of 25, instead of 50.

16,933. I understand that your own opinion would be favourable to having one board for secondary and primary education, but that owing to circumstances which have grown up you would leave technical education, as it is at present outside?—Yes.

16,934. Do you think that that is a good arrangement; because technical instruction, as defined by the Act, includes everything except Latin and Greek. Under the Technical Instruction Board in London you may practically teach everything else?—I think that probably some concordat would have to be arrived at if they existed separately.

16,935. Do you not think that an easy way out of the difficulty would be to have a composite board consisting in part of those who have such a large sum of money devoted to them, as the London County Council have under the Local Taxation Act, and in part of the school board and experts?—That is very likely what we may have to come to.

16,936. But that is not your personal feeling?—No. I think that the whole of that technical instruction legislation was very mischievous; it was put through in a great hurry, and it is an Act which nobody understands, but there it is. And every *fait accompli* you know leaves its consequences that you cannot get away from.

16,937. You would agree of course in the opinion that the school board areas in the country are far too small?—Certainly, they are too small; and I consider that has been most mischievous in its results.

16,938. Then clearly your view could not be carried out in the country?—No, you must have a larger area.

16,939. If the control of Secondary Education were given to the school boards in the provinces, anywhere outside London, then you would practically have to reconstruct all the school board areas, would you not?—I see no objection in a county borough. I think that the county borough school board area would also be a suitable area for administering secondary education.

16,940. But that would apply only in 60 cases?—Yes.

16,941. Whereas we have the whole of England to deal with, a great part of it without school boards at all?—Yes, and even if you have a school board of suitable area I do not think the suitable area for elementary education would in any case be a suitable area for Secondary Education. I should not wish for a very large area for elementary education in rural districts. I do not think the area should be larger than the poor law union, even for elementary education, in the rural districts; but I think that for Secondary Education it should be the county.

16,942. Are you finding in London any growth of the demand for higher education—I mean ex-standard—among the people?—Yes, to some extent; but we have been so very backward in providing a supply that the people are only just beginning to know that anything is being done for them.

16,943. Then if London to-morrow were to commence opening higher grade schools commencing with Standard V., would the people of London submit to that?—I think they would gladly welcome it. If London to-morrow were to build, say, 18 schools like the Leeds Central Higher Grade School so as to be within easy reach of the great mass of the population of London, I think they would rush into them.

16,944. If those schools were kept free, as all your schools are, that would of course add considerably to the school board rate?—No, I do not think so. We pay as liberal salaries to the masters of our poorest schools, as the northern school authorities pay to the masters of their upper standard schools. I do not say that we have one science master to whom we give 250*l.* or 300*l.*, but taking the salaries all round, I should think that *per capita* they work out as high as the salaries *per capita* in the Leeds Central School.

16,945. But surely you would contemplate the possibility of forming courses of science work, or Secondary Education combined with courses

of science work, to be carried on in classes of 60 or 70?—No, we do not; we say our upper standards should be classes not exceeding 40.

16,946. Would not that add very materially to the elementary education rate?—No; on the contrary, as we should get a large grant in any case whether the Science and Art Department modified their rules or not, those schools would be cheaper to us than the ordinary elementary school.

16,947. Then you assume that the same distribution of Government money will continue to be made to the higher grade schools as has been made in the past?—Not necessarily the same; but even the new circular of the Science and Art Department about organised science schools contemplates a liberal distribution of money.

16,948. Supposing that that money comes to be distributed *per capita* hereafter instead of by results, and that every area gets its capitation grant, then I am afraid you would find that a great stumbling block, would you not?—No, we should not look much to the grant. If we had 18 such schools, as you have in Leeds, they would not add appreciably to the cost of education any more than if we had the same number of scholars attending elementary schools. The buildings would cost a little more, because we should put up a laboratory and some extra rooms which we do not have in every school.

16,949. (*Mr. Hobhouse*) Then do you contemplate that these new schools, supposing that they were erected, would be filled entirely by children who are at present going to elementary schools?—Not in every part of London; but if they are not filled by children at present going to elementary schools they would be filled by children who had a right to go there.

16,950. But that would introduce new children, and in that way add considerably to the burden of your rates, would it not. It might even draw children from the secondary schools?—In the suburbs of London we find that our elementary schools are filled by children whom the superintendent and visitors beforehand never expected would go to those schools. I could take you to schools in South Lambeth where before the school was built the superintendent had doubts whether it would fill, and the schools are quite full because the lower middle class living there were so glad to find a school there that they took advantage of it; and these people now get some advantage from the rate that they pay.

16,951. (*Mr. Cockburn.*) Then, in your opinion, the supply would create the demand?—Yes, I feel confident of that; and it would be a great boon to people with incomes of from 150*l.* to 200*l.* a year, who feel the pinch more than anybody else.

16,952. Then about evening schools, I understand your feeling is that evening schools should remain under the present school board?—Yes, in the big towns.

16,953. But I suppose you feel that the evening school curriculum is being rapidly advanced into higher reaches of education altogether?—Yes.

16,954. Do you not think, then, if that is the case, that you have a very distinct actual danger of overlapping, and waste of energy and strength. If the school boards are to retain the control and direction of those evening schools which are going to become more and more secondary in their character of work every year, and if Secondary Education is to handed over to another authority altogether, you must of necessity have clashing, must you not. Do you not think that the evening schools ought to go over to the Secondary Education authority also?—When I talk of establishing an authority for Secondary Education I mean for day schools for people who can afford to keep their children from work and let them go to instruction during the day. The people who go to evening schools are people belonging to the industrial classes who wish to improve themselves.

16,955. Do you not think that the character of the work to be done, and not the time of day at which it is to be done, will determine the authority

that is to control the work?—No, I do not think that the work even of a continuation evening school is secondary work; it may be more advanced work, and there may be science classes, or more drawing, or shorthand, or bookkeeping, or French, but the people who go to them are people who are earning their living—young people from 14 to 18 mostly, wanting to improve themselves. I think that is distinctly in the region of elementary work.

16,956. Do you think that evening schools should be free?—I am going to vote for that next Thursday at the Board.

16,957. All of them?—Yes.

16,958. Do you think that Secondary Education should be free?—No, I do not think necessarily so. I think that Secondary Education with a liberal allowance of scholarships may very well have reasonable fees. I do not think that the fees ought to make the education self-supporting. I think the fees ought to be such as to bring Secondary Education within the reach of middling people who want to educate their children, but find it difficult. That is one of the questions that bring you into contact with the existing schools that are carried on for profit. I think that the public authority would have to establish schools rather cheaper than they can be maintained as self-supporting institutions; and I think that anybody who is now conducting a school for profit, if he can satisfy some proper authority that the whole building is suitable, and the amount of accommodation suitable so that the thing could reasonably and properly be used as part of the public school supply of the district, should have a right to call upon the local authority to take over his building at a fair valuation. I do not think that people who have put their money into the business of providing teaching, when there was no public body to do it, should be exposed to be starved out and ruined without being able to unload on to the public body. I think that that is an essential part of any legislation, at a fair valuation to enable people wishing to retire from competition to sell out.

16,959. Are you able to give us any estimate of what a good Secondary Education can be given for?—I think at the Girls' Public Day Schools it costs 15*l.* a year a head; but they are called high schools, and although some girls leave younger, a common practice is to stay up to 18 years of age. But when you come to a middle school, where the girls leave at 16, I think you ought to be able to do it for about 9*l.* or, at the most, 10*l.* a head. Then, boys will cost rather more. If you put the cost of a girl at 15*l.*, I suppose the cost of a boy would be quite 20*l.*, and the cost of a boy in a middle school would probably come to about 12*l.*—those are approximate figures; but I should like to see, either by scholarships or otherwise, the fees rather lower than that. There is a great need for good schools in towns at a fee of about 6*l.* When you get endowments you can get that. I think that endowments might fairly be used to keep the fees within reasonable limits.

16,960. (*Mr. Hobhouse.*) But where there are not endowments available I understand your view would be that the local authority might, by the use of the rates, lower the fees to what it considered reasonable and suitable for the locality?—Yes, but then I say that in order not to ruin people who in good faith have gone into the business, I would enable them to say, "We do not want to compete with you; we claim the right to sell out." I would not, of course, let a man sell out, say, two houses that were not fit to hand over; but if there was a good building suitable for a good school he should have the right.

16,961. Would you limit that to a school existing at the time the Act was passed?—Yes, because if a person came in afterwards he would have had notice, and he would come at his own risk.

16,962. (*Mr. Yoxall.*) Assuming that there may be a separate local authority for Secondary Education in London, which shall not be the School Board, and shall not be the County Council, but shall be a hybrid body drawn from several sources, do you think that the School Board for

London will consider itself fairly represented upon that body if its representation was only one-eighth of the whole body?—I should say certainly not.

16,963. You are inclined to think that the London School Board would resent a proportion so small—supposing the number were 24, that you should only give them three?—I should think it absurd.

16 964. I wanted your opinion?—My opinion is that such representation would be absurd.

16,965. Is it your view that the higher grade schools, whether they be higher standard schools or higher grade schools as a whole, which are now under the control of school boards, might properly be handed over to the control of a new Secondary Education authority?—No, I think it would be very unfortunate. The present school board have an unlimited power of rating, and there is no check to prevent its drawing as much money as it needs; but I suppose that any new authority to be created if it had rating powers would have limited rating powers, and it might be that the whole of its development, which was most promising, might be arrested.

16,966. How would you contemplate an arrangement of this kind: that the schools themselves, the buildings, the plant, and the local management of the schools, and probably the finding of funds from the rates for those schools (so far as the rates were necessary) should remain in the hands of the School Board, while the curriculum and the general direction of the work of the higher grade schools should be placed within the jurisdiction of the local Secondary Education board?—Do you mean that the school board is to find the money, and other people to find the management?

16,967. No, the external management, rather than the internal?—Who is to appoint and remove the teachers?

16,968. I wanted to ask you upon that?—That seems the vital question; if the school board is to find the buildings and the cost of the buildings, and somebody else is going to appoint and remove the teachers.

16,969. Do you think it essential that teachers employed in higher grade schools under the arrangement that I have suggested should continue to be certificated teachers with a practical knowledge of elementary school work?—I do not think it is necessary that, in a school like the Central School of Sheffield, all the teachers should be certificated under Whitehall. I think you may very well trust the local authority to get competent teachers; but they might have teachers of science (of course they may have now) without being certificated teachers holding the South Kensington certificate.

16,970. My point is that at present the teachers who are employed in the higher grade schools must under the regulations of the Education Department be certificated by the Education Department, or be in training for the certificate?—I do not know how far that is absolutely enforced; I should have thought that they had teachers of French and other subjects in those schools who were not to be certificated.

16,971. It does not apply to teachers beyond the standards; but there would be a difficulty, would there not, arising from that consideration, under the suggestion which should place the higher grade schools in two hands, or under two controls?—I should be dead against taking the higher grade schools out of the absolute control of the school board. I do not contemplate putting them under anyone else.

16,972. You suggest, if I rightly understood you, that the training of teachers in secondary schools should be left very largely to the operations of supply and demand; that institutions should be set up which would give a training for a teacher in a secondary school at the cost of that teacher, mainly at any rate. Now what authority would you expect to guarantee that the professional training of that teacher should be sufficient and efficient; would you place the testing of the training in the hands of a State authority, or would you take it upon the word of the authorities of

the training college?—I must first correct you. I said that I did not propose to pay the students in training, but I said that I should have no objection to it, that it was not a thing that shocked me at all. I simply said that for the purpose of obtaining training for the teachers, if the building were provided it would be possible to secure the training, the teacher paying the fees. I do not think that I said it was my wish.

16,973. What I think you said was that they should mainly pay for themselves?—I did not say that they should; I said if they did pay for themselves the thing could be maintained. But you asked me if there were training colleges for teachers in the higher grade schools, how I would secure the qualifications of those teachers. For women I am satisfied with the Cambridge Syndicate. The University of Cambridge grant certificates, and they come and hold a practical examination, and a theoretical examination; and I think that it would be quite possible to have a board, on which the universities and possibly other people should be represented, who might hold the examinations of students in training, and grant the certificates. But that is a mere detail as to who the examination board should be, and how the certificates should be granted, I consider.

15,974. I suppose that you would be opposed to the establishment of anything like a diocesan training college of a denominational nature for teachers in secondary schools, such as we have in regard to primary schools?—I think that if teachers are to be trained, if people at their own expense choose to establish a diocesan training college, or a Roman Catholic training college, or Wesleyan training college, I should allow them to do it, and if the students in training satisfied the requirements of whatever body examined them, they would get the certificates. I should not aid those institutions under private management from public funds; but I should be willing to recognise them if they complied with all the conditions of secular efficiency.

16,975. Referring to what you said as to the rush in South London of the lower middle class to send their children to board schools, is it your opinion that in the organisation of Secondary Education it would be necessary to establish secondary primary schools, so to speak, preparatory schools for secondary schools, for the young children of parents belonging to social classes who have not hitherto largely availed themselves of the public elementary schools?—I think that the secondary school ought properly to include what I call the primary classes. The only thing is that the primary classes of the secondary school will give the primary instruction on somewhat different lines from what it is given on in the school that is primary throughout. But I cannot see any objection to what I call the primary section of the secondary school going right down to kindergarten; but that would be a thing that the local authority would consider. If they were an intelligent authority they would gradually develop their system in accordance with the wants of the place. I should leave them considerable freedom.

16,976. (*Mr. Cockburn.*) Is it not equally essential for the higher grade schools, as for the others that they should have primary classes?—That is what I said in my earlier evidence, that I wish to make the transition not later than the Fifth Standard, so that the upper school might have the training in the Fifth, the Sixth, and probably the Seventh Standards, three years of preparatory work under the influence of that headteacher, and the whole of the life of that school.

16,977. (*Mr. Yoxall.*) You referred in your examination in chief to the undesirability of introducing competition for scholarships at an age so young as eleven; has it occurred to you to suggest any method by which competitive examination might be replaced by some method of selection at that age?—I think certainly not, except as I said for very small bursaries to be held in the school itself, not for any system of scholarships, I think.

16,978. (*Dr. Wormell.*) Has the School Board for London sought to connect itself in any way with the secondary public schools of London?—

Not that I am aware of; perhaps I do not understand the meaning of your question, but so far as I understand you, I should say no.

16,979. You have not made inquiries into the question of the adequacy of the supply of such schools?—We did get a return of all the secondary schools of London, with a view to places where scholarships were held, and things like that. It was complained of by one or two members of the board, because all private schools were excluded; it was only a return of schools under public management.

16,980. And there were about 16,000 pupils and 1,500 vacant places in secondary schools for boys, and 11,000 pupils and 1,300 vacant places in secondary schools for girls?—I do not carry the return in my head enough to answer the question.

16,981. It is said that about 4,200 of the boys in those schools have obtained their early education in board schools; can you confirm or check that?—I could not confirm any such general figures. I heard Mr. Easterbrook, the headmaster of Dame Alice Owen's School, which you know very well, a large school near the Eagle, say that a very large number of his scholars had come in the earlier stages from elementary schools.

16,982. And the school board makes no inquiries into the subsequent careers of those scholars?—It has never made any adequate inquiry.

16,983. I think that it has made inquiry as to the subsequent careers of its own scholarship holders?—Yes, there have been some lists published. At the time of the Royal Commission upon Elementary Education there was a list handed in, which you will find in the Appendix, about the scholars at that time.

16,984. You made objection in your examination-in-chief, and since in answer to a question of Mr. Hobhouse, as to the constitution of the technical instruction committee of the county council. I should like to ask whether that objection would be removed entirely if a statutory constitution were given to that committee, which should fix a certain proportion of the members of the school board as part of the constitution?—You mean with regard to the non-representation of the school board upon it?

16,985. Yes; you mentioned one objection to that committee, and, I think only one definitely, and that was that it might possibly, with its present powers and constitution, remove altogether the representatives of the school board?—Yes.

16,986. Would your feeling with regard to the unsatisfactory character of that committee disappear to any great extent, if it had a statutory constitution fixing the proportion of its representatives from different sources?—If the body for Secondary Education in London had a statutory constitution by which the School Board of London took an adequate representation, *pro tanto*, my objection would be diminished. I think that the least representation that the school board should have on any such body would be, say, one-third, with the county council one-third, and perhaps a third put on, of what I may call, expert opinion. It seems to me to make no difference, if there are to be rates levied, whether you say that nominally the county council issues the precept, or the school board nominally issues the precept. We are both representatives of the ratepayers, elected for the same area, and the precept is paid by the same people; therefore, the county council is not more entitled to say, "We have the right to lion's share of the management" than the school board is. If you put it on the ground of taxation and representation, we are as much the representatives of the people as they are.

16,987. Then, I think, if I understood you rightly, you said that you would have the competitions for scholarships based upon the Code, and not upon the work done in secondary schools?—I did not use the word "Code"; I said that I thought the examination should be based on the regular even work done by the scholars. It is, of course, coupled with the Code, but not necessarily the Code; we do not only teach what the Code contains.

16,988. And you would not allow it to have any reference whatever to the work subsequently to be done in secondary schools?—I certainly would exclude Latin as an illustration. I am sure if you put in Latin, you would have a lot of clever boys crammed with Latin in the last year of school life, to the detriment of the ordinary sequence of their instruction.

16,989. Would you include French?—I should not object to that. I think that what the London County Council does is reasonable; they give a long list of optional subjects, all of which are specific subjects in the Code; therefore in a school that takes a specific course, a boy has a chance of earning marks without being taken off the regular course of his own school. But I think, that if you put only one or two subjects which would be especially useful in the secondary school, such as Latin and French, it would drive the schools that were wanting to get scholarships to put down Latin and French as the two specifics, although the school might not have a master competent to teach them, and they might not be the natural subjects.

16,990. On the point of the training of teachers do you think that with the better training and higher studies now to be found in a few training colleges the third year's course helps the provision of trained teachers for secondary schools?—I believe that even students who have only been trained two years, a certain number of the better students, say from Battersea, Chelsea, or Borough Road, do pass out into secondary schools as it is, and of course those who go on and take their London B.A. But still I do not think that the training at our training colleges for elementary schools is the sort of training that I should wish to see for the training of teachers of secondary schools.

16,991. But in the third year could this fact be recognised and in the third year's course could the training be made to meet the requirements of secondary schools?—I do not know, you ought to ask the head of a training college rather than me.

16,992. I thought you might have thought of that subject perhaps. The other alternative seems to be the using of the day training colleges in connexion with the universities and university colleges?—Yes.

16,993. Do you think that that plan could be made available for secondary schools?—All these things might be useful; but, as I say, I do not speak as an expert, but I imagine that we want something better and different from that.

16,994. That is the point that I wanted to get at? I want to see whether you think that the existing agencies with a little modification can be used, or whether you desire to see really new technical colleges established for secondary teachers?—I was hearing the other day that there has been a great development lately in the training of men for the gymnasium in Germany; and I think we ought to look at the more recent developments in Germany for the sort of thing.

16,995. (*Mr Llewellyn Smith.*) I want to ask you a question or two about the mode in which the central grants are at present made for secondary day schools. The only grants that come at present from the State for any form of secondary education are those through the Science and Art Department, are they not?—All that I remember at this minute.

STATE GRANTS TO SECONDARY SCHOOLS.

16,996. And they go in one or other of two methods: either to organised science schools, for which, as you said a new scheme has just come out; or directly as payments on results at the schools which are not organised science schools?—Yes.

16,997. Do you contemplate that if a complete system of Secondary Education were organised either one or both of those methods would continue?—I do not know, and personally I do not very much care. I should just as soon that the local authority should organise its schools and teach them as well as possible, and have no grants from the State for those sciences. If grants are to be made I should like them to be made in the way that would least hamper the course of instruction.

16,998. You think it is a matter of detail whether the whole cost should fall on the locality or whether part of it should come from the State?—Yes.

16,999. Assuming that some part would come from the State do you think that it would tend to disorganise the curriculum of secondary schools if the whole of the State grant was concentrated on schools making a speciality of science teaching to the exclusion of other types of secondary schools?—I think of course that that has been the case most seriously in the organised science schools, and the Science and Art Department recognise it by now requiring that there shall be a reasonable amount of time allotted to literary subjects; and I think that if you had any public system of Secondary Education it would be a thing to be guarded against most carefully that you should not for the sake of earning large grants from South Kensington have a bad curriculum.

17,000. In other words the grants should be so arranged as to not encourage one curriculum to the exclusion of others, so as not to encourage an undue weight being attached to science?—Clearly if the State is aiding those schools by grants the State should do it intelligently and give its grants in such a way as not to maim education.

17,001. I understand then that if the State grants are to continue you wish that they should be made on an intelligible principle for Secondary Education, rather than that they should be concentrated on a particular class of secondary schools, such as the organised science schools?—The question is too hypothetic; I do not like to pledge myself to some scheme that I have not seen. I can only say that if the State is going to aid Secondary Education, and it is made a matter of public concern by grants, all I ask is that the State should interfere intelligently, and not do mischief to education by its grant.

17,002. Do you think it is practical to draw a line between secondary and technical education?—You cannot draw a line between any two things in nature. You cannot draw a line between animal and vegetable.

17,003. But it is more difficult to do so in some cases than in others?—Yes.

17,004. Is not this one of the more difficult rather than the less difficult cases?—There is a debateable land, of course.

17,005. Can you not draw a line between secondary and elementary education more easily than between secondary and technical, for this reason; that in one case you are drawing a distinction between education given to children of different ages, and in the other case between parts of the education given to the same child at the same age?—I agree that there are some subjects, both technical and general, and that there are some subjects purely technical; it is a difficult thing of course to draw the line exactly. There are some things which are clearly apart and some things which merge; then they would both have to do the same thing where they merged.

17,006. You are not prepared to draw hard-and-fast lines between the two?—No.

17,007. With regard to the scholarship system you said that you thought that the subjects of the examination for minor scholarships should be mainly based on the ordinary work of elementary schools?—Yes

17,008. That is at present done, is it not, in the minor scholarships of the Technical Education Board?—Yes.

17,009. So that your anticipation of a tendency to distort the work of elementary schools, if scholarships were administered by another body than the school board, was not based on the operations of that particular scheme?—No, I make no complaint of the minor scholarships that have been awarded by the London County Council Technical Instruction Board. I only say in the interests of popular education, there ought to be a guarantee that that cannot happen.

17,010. Has it not been guaranteed to some extent by the presence of a valuable element on the Technical Education Board in close connexion, both with the management and the teaching of elementary schools?—I do not know how it has been secured. It has been secured thus far.

17,011. Now, a boy holding a scholarship from an elementary school to a secondary school, while he is holding the scholarship, comes within the region of Secondary Education, not of primary; is not that so, whether he comes from an elementary school, or not?—Yes, I think you may say that.

17,012. Therefore the supervision of his training, so far as it is done by any local authority would naturally be done by the authority supervising Secondary Education?—Clearly any scholar in a secondary school is under the supervision of those having charge of secondary schools.

17,013. With regard to the duty which you would impose upon the local authority to take over suitable buildings of a private school, at a fair valuation, would you propose that that valuation should be based on the value of the buildings, or would you allow for goodwill?—I think that if you enabled the person who had expended money on those buildings to get rid of them without loss, that would do. If he showed that he was making 10 per cent. on his capital, I do not think I would let him come upon you for his profit.

17,014. It is merely a question of buying the buildings and possibly suitable furniture, and so on?—I would rather lay down the principle. The question of the exact basis for valuation, would be a matter for discussion, and would need more minute discussion than I could go into now.

TRAINING OF PUPIL TEACHERS.

17,015. I only wish to ask you one other question, which is not based on anything you have said in evidence, but on which I should be glad of your opinion; that is, whether you think that the organisation of Secondary Education generally, would very materially affect at all events the earlier stages of pupil teachers' training, by dispensing to some extent, with the necessity for special arrangements for pupil teachers' centres, and so on?—I do not think it would dispense with the necessity for pupil teachers' centres. I do think that it would be of the greatest importance if, to a very large extent, we could draw our elementary teachers from those who have had at least two years, say, up to 16, of secondary instruction. They do get it to some extent in Birmingham, and to some extent in Liverpool; it was given in evidence before the Royal Commission on Elementary Education, that they did get their pupil teachers at a more advanced age. The whole question of pupil teachers is a big question that I could hardly go into. I do not contemplate the entire abolition of the pupil teacher system, but I should be glad if, to a large extent, young people could only begin to be pupil teachers when they had had a much fuller general education at the age of 16.

17,016. And, you mean by that, education in a good secondary school, not education picked up in odd hours in the evening?—Or in an upper standard school. I should not object to their getting it from the central school in Leeds, or a good school like that, so long as they are under other instruction up to 16, by day.

17,017. (*Dr. Wormell.*) You are drawing a fair proportion of your pupil teachers in London, from secondary schools?—No, I think not.

17,018. (*Mr. Cockburn.*) Might I ask one question upon that point. In that case, would you be content to see the pupil teacher work on for a couple of years, or three years, as an indentured pupil teacher?—Yes, for a much shorter indenture. I should like, as a rule, that young people going to be pupil teachers, should be under continuous instruction in good schools by day, to the age of 16, and then get a little instruction as half-timers for a couple of years, and then go to a training college.

17,019. (*Dr. Wormell.*) How would you select them. At present they are selected by masters who have had experience of their early ways in

schools, and because they give promise of becoming good teachers?—I should select them by ability. I should make them probationers, and I should discard them if they were very wooden in school. You can see brightness and ability very quickly.

17,020. (*Mr. Lyttelton.*) In looking forward to Secondary Education being managed by the school board, should you say that the period of tenure of office of the school board was satisfactory in its length?—No. I have said that I dislike the cumulative vote, and I should also be glad to see the school board, which is an administrative body, replenished by degrees. I think it would be a great thing to secure as much continuity as desirable. I think if the school board were elected for four years, and a half of the members went out every two years, or if it were elected for six years, and a third went out every two years, something like that would secure a guarantee of continuity. I think it is very disastrous that in administrative bodies you should be liable to sudden shocks of policy.

17,021. And I suppose that in such a large and complicated administration as that of the School Board for London, new members find great difficulty in picking up the facts at first?—You may say so, certainly.

17,022. When you say that you wish for knowledge, the advantage of educational experts, are the members of the school board elected because they are interested in educational questions largely?—I can hardly say why they are elected; I must leave that; public opinion can appreciate that. You see how people get elected, and the speeches that they make.

17,023. Have you any guarantee that they would be more educationally minded than the members of the London County Council?—I think, assuming them to be no more educationally minded at starting, if you keep a man at one kind of work he learns more about it. A county council man is thinking of betterment, sewers, fire brigades, and a hundred other things from day to day; whereas the school board man may be the same kind of man to begin with, but day after day he is hearing the details of educational questions constantly discussed.

17,024. You mentioned, I think, that 20 per cent. was about the proportion of clever boys who ought to be drafted from elementary into secondary schools?—That was a very rough estimate. I do not want to be tied to any exact per-centage. What I meant to say was this: that I think of the scholars who get scholarships of the sort of the minor scholarships of the London County Council Technical Instruction Board, the large majority will probably go on into industrial work; they will hold the minor scholarships, but will not go on into clerkships and the professional classes; but I do not want to take any particular per-centage.

17,025. You mean that most of them would end their education at 16?—Yes, that is my impression.

17,026. Do you think there is much danger of there being too large a number drafted into the literary classes?—I think it is possible to overdo the scholarships. I think that the moment you begin to buy inferior ability by scholarships, and to take people out of their natural plane, you make what the French people call "*des fruits secs*"; you make educational failures.

The witness withdrew.

Mr. Joseph Robert Diggle, M.A., examined.

17,027. (*Mr. Hobhouse.*) We all know your long connexion with the School Board for London. You have been kind enough to come here to give us evidence as to the relation of the London School Board to the organisation of Secondary Education; perhaps you will begin by telling us under what authority you think that Secondary Education could be best placed in London?—I think under the existing education authority.

17,028. You mean the school board?—That is the only education authority for London at present.

RELATION OF LONDON BOARD TO SECONDARY EDUCATION.

17,029. The school board at present is not doing much educational work of a secondary character, is it?—I should not like to say that. Everything depends, of course, upon what you mean by work of a secondary character. The line of delimitation between elementary education and Secondary Education is so confused at the present moment that we may be doing, and probably are doing work which would fall under the latter head.

17,030. Perhaps you will tell us what branches of your present work, in your opinion, partakes of the character of Secondary Education?—I do not think it touches so much any branch of the work. I do not draw the line between elementary education and Secondary Education in the type of the work, but rather in the thoroughness with which the work may be done. To my mind the question is not so much a question of what is taught, but of how long a boy or a girl may be allowed to remain at school; and, assuming that children of the elementary school class will not remain at school above the age of 14, I think that a course of instruction, thorough of its kind, ought to be arranged for them, on the assumption that they will leave at that age; but if a child is to attend school until the age of 16 or 16½, obviously you require a different course of instruction altogether; you would take the child up to a further point, and you would probably take the child up to that point by different stages.

17,031. And you would call the one elementary education and the other Secondary Education?—Yes, marked by the age of the child who would be the subject of it.

17,032. And you think it is desirable in the interests of education that both classes of schools should be under the same body?—I think so.

17,033. Then, at present, according to your own definition, the London School Board are only doing elementary education work?—Oh, no. I suppose that we have some 5,000 children now on the roll, of 14 years and upwards; from my point of view those children ought to be in some secondary school.

17,034. They are at present in some of the organised science schools, are they not?—They are scattered all over our schools.

17,035. You have recently, as I understand, established three organised science schools?—Yes.

17,036. Do you think that that class of school ought to be multiplied?—Again, I say that everything depends upon the length of the period for which the child is to be subjected to instruction. I do not think there is anything in the science schools, so-called, to make them either elementary or secondary; everything depends upon the age up to which the pupil is to be submitted to this instruction.

17,037. I will put my question in another way then. Do you consider that there are a large number of children in London who wish to carry on their education to the age, we will say, of 16, who would go to a class of school similar to the organised science school?—I think that there are a very large number of children of that description; the children of parents who can afford to keep their children at school until that age.

17,038. Therefore, in your opinion, there is a demand for more of those schools?—There is certainly a demand for schools at which the education of children can be carried on to the larger limit of 16½ or thereabouts.

17,039. Would you prefer a different system of administration for the two classes of schools?—I do not quite follow what is intended by your question.

17,040. You have told us that you think that both those classes of schools (those giving education to children up to the age of 14, and those giving education to children who wish to continue their education to a later date) should be under the same authority?—Yes.

17,041. I am asking you now whether that authority should administer the different classes of schools differently?—Only so far as is necessitated by the difference in the class of school.

17,042. For instance, the elementary schools come under the Code with all its restrictions?—Yes.

17,043. You would not contemplate, I imagine, the same kinds of restrictions for secondary schools proper?—No; but I presume that you must have a syllabus of instruction, call it by what name you will.

17,044. But you would not have so rigid a syllabus, would you, laid down by a State authority?—No.

17,045. You would leave the local authority more free?—I would leave the local authority freer, much more free than the school board is now.

17,046. You are, I think, a member of the Technical Education Board of the London County Council?—Yes.

17,047. But I understand that your opinion is that an authority constituted like the Technical Education Board is not such a satisfactory authority for superintending Secondary Education in London as the school board would be?—I think not. I think that the most valuable elements of the Technical Education Board are those elements that do not belong to the London County Council.

17,048. That is very natural, but supposing that the school board element on the Technical Education Board were strengthened, and was there as a matter of statutory right, and supposing that the school board appointed a certain number, say a third, of the Technical Education Board, and they were associated with the representatives of the other great body in London, should not you consider that there were some advantages in getting a joint board of that character?—Of course the larger representation you give to strictly educational authorities upon any governing body, from my point of view, the more satisfactory it will be; but I do not think that the questions which interest those who vote in the county council election are questions which are educational questions in any sense of the word. The county council are elected upon municipal issues and not upon educational questions.

17,049. Do you not think that the question is somewhat affected by the funds available in the hands of the county council for educational purposes?—I venture to think that the history of the county council with reference to the funds which they might appropriate to technical education, shows that whatever interest there is is an interest in the direction of absorbing those moneys for the purpose of reducing the rate rather than an interest in extending technical education under their powers.

17,050. You mean that they have not given all the funds available to technical instruction?—I think that at this moment the great probability is—I understand it to be the theory of the county council that at this moment they are only giving a fraction of the money that they might spend upon technical education, for the purpose of furthering technical education; the rest is absorbed in their common fund and goes to the reduction of the rate.

17,051. Have you any reason to believe that they would give more money if the Technical Education Board asked for it?—I simply judge from the past. I know that we asked for it for two years before we got it at all.

17,052. At the present moment are the technical education board complaining of a deficiency of funds for their work?—I do not think that they are at this moment.

17,053. I suppose it is necessary to develope that kind of work gradually?—Of course the main work of the technical instruction board at this moment is first the sustentation of existing institutions—grants to existing institutions—and secondly scholarships. Beyond that the work, so far as money is concerned, has not developed very largely.

17,054. Would it be your view that it would be possible to leave technical instruction in London under one body, and to give another body the charge of Secondary Education generally?—No, I think that technical instruction, secondary instruction and elementary instruction are best dealt with under one authority. All the systems of schools dovetail into each other, and there would be very much less waste of power and of funds in working the whole from a common centre instead of separately. And when I say that the school board ought to be the authority, I do not wish to be understood as implying that the school board should not have power, as they have power now, to call in the aid of others who are interested in the work of education. For instance, the School Board for London has a body of some 2,000 local managers helping in the work of their schools, invested with very considerable authority. There is no reason at all why the same power of delegation should not apply to any increase in the area of their work.

17,055. You do not think that it is better if you are to call in experts for higher education, to give them a voice on the controlling body rather than to appoint them delegates in a ministerial capacity?—I think that the men who are interested would seek seats themselves, by way of election upon the local educational authority; it would work out naturally in that way.

17,056. Your view would be, that if the control of higher education were given to the London School Board, you would get the advantage of more candidates with higher expert knowledge?—Yes, that is my view.

17,057. And that that class of candidate would be more likely to be chosen by the ratepayers?—Yes; all other things being equal, I think he would.

17,058. And you do not think that this task of controlling elementary education and the whole field of Secondary Education, including technical, would be too great for any one body in London?—I do not think so. When you speak of London, of course we are speaking of a very large area. I do not think it would add very much to the real work of the board, as the board is constituted now; but it would lead to a larger devolution of authority to others upon matters which the board now settles for itself It is a matter that seems to me capable of arrangement by the authority concerned.

17,059. Would you contemplate doing the work through district bodies?—The board might do the work through district bodies, but they would do it probably through their own committees; and the work which the committees now do of a very detailed kind might be transferred to others.

17,060. Would you require to increase the number of members?—I hope not very materially.

17,061. You have over 50 members at present?—Fifty-five with the power of co-optation of chairman which makes 56 at the present time.

17,062. And you find that quite a sufficient number for practical work?—I think so.

17,063. With the aid of the local managers of schools?—With the aid of the local managers of schools. I do not look forward to any material increase.

17,064. Those organised science schools which you have set up, I think, are free schools?—All our schools are free schools.

EXTENT TO WHICH THE PUBLIC AUTHORITY SHOULD BEAR COST OF SECONDARY EDUCATION.

17,065. Supposing that you were to establish more schools of a secondary character, would you contemplate making them free, too?—Not of necessity, no. I do not anticipate at all a necessity for making secondary schools free.

17,066. Then where would you draw the line, because you are already educating boys who go on after 14 years of age?—The parents would draw their own line.

17,067. Would you establish some free schools in every part of London?—No, I would establish some secondary schools with a fee, and the parents would draw the line—the secondary school being a school at which the child would naturally remain till about 16 years of age.

17,068. Then would you still carry on your existing organised science schools without a fee?—Yes, if they were necessary; that is to say if the demand continued for them.

17,069. Would you establish more of those schools?—If the demand continued for a school of that kind for a child up to the age of 14, yes.

17,070. But what would you do for children above that age?—Then they must leave that school and go to another.

17,071. Then you would confine that class of school to those boys who would leave at 14?—Yes.

17,072. And you would make education free up to that point?—It is not a question of making education free up to that point. I would keep it as it is; I do not propose to alter the existing state of matters.

17,073. But above that point you consider that, apart from the question of scholarships, secondary education should be self-supporting?—Yes, I think it ought to be in the main self-supporting. I do not say that some slight charge might not fall upon the public funds; but I think that ought to be the aim.

17,074. You would provide the buildings, would you not, out of public funds?—I do not think it a very material question whether there is a charge upon public funds in the way of provision of buildings, because of course that would be done out of loan; there would only be the repayment spread over a certain number of years, and I do not suppose that that would impose a very heavy charge. But I should look forward to the secondary school practically paying its way. In the earlier years undoubtedly, and while the system was growing, probably there would be a deficit on each year; but I am speaking now of the end to be gained.

17,075. Then would you only allow local authorities to establish new secondary schools on the principle that they should charge a fee which would make them self-supporting?—Which would ultimately make them self-supporting. I contemplate that at the earlier stages there must be a deficit.

17,076. Then, would you have a large supply of scholarships for poor parents?—That is a matter which I think the local authority might be left to determine for itself. I do not think that you can lay down any rule as to the number of scholarships. In the first place, there are only a certain number of children who profit by the scholarships; and there are only a certain number of children in each year who are fit to hold the scholarships—and they vary. I think that what ought to happen is that in the competition for the scholarships there ought to be a standard which every child must reach before he can go into a secondary school. Take, for instance, the scholarships which are open to elementary schools at Christ's Hospital; last year, at one of the competitions, I think, only one boy out of that competition was fit to hold the scholarships which were offered. I know also that in Liverpool, out of the scholarships which are offered yearly by the Council of Education there, there are years when it is found extremely difficult to award the scholarships wisely.

17,077. But, generally speaking, would you think that scholarships should be confined to children of marked ability?—I think that every scholar ought to come up to a certain standard, and beyond that standard I would give the scholarships in order of merit.

17,078. Do you consider that the present system of minor scholarships under the Technical Education Board is working satisfactorily?—We have only about a year's experience of it; practically we cannot tell yet.

17,079. But is the standard a satisfactory one?—The standard is practically the same as that adopted for scholarships under the School Board for London.

17,080. And is it satisfactory?—So far it works out satisfactorily in the main.

17,081. But in London, I suppose you would say that there would be a great demand for such scholarships, and they might be increased considerably?—I do not know whether we are not reaching the point at which the supply is equal to the demand. I do not think that there is a large number of cases now suitable for scholarships for whom scholarships do not exist.

17,082. Would you propose any limit upon the power of the local authority for rating for these purposes for scholarships; I mean for Secondary Education generally?—The aim being that, ultimately the system must pay for itself; all that ought to be done in the first instance is to allow local authority to provide the initial deficits that must happen under such a scheme until it arrived at its more mature stage. Those expenses, I think, might fairly fall upon the locality.

17,083. But with regard to scholarships, for instance, they would always be a burden upon the public funds; would you put any limit to that burden?—I have not considered that point sufficiently to express an opinion.

17,084. I understand that you would put all evening schools also under the same authority?—Yes. So far as evening continuation schools are concerned now they are under the authority of the school board.

17,085. Do you consider them a class of Secondary Education or of elementary education?—They are becoming more secondary in character every year.

17,086. There are more technical subjects taught, that is to say?—Yes, and the range of teaching altogether is more liberal.

17,087. And I suppose that in these evening schools you would consider it was extremely difficult to separate technical instruction from general education?—Very difficult indeed.

INSPECTION AND EXAMINATION.

17,088. Will you kindly tell us what authority should conduct the inspection and examination of secondary schools?—There I should like to see the work of inspection and the work of examination in different hands. I think that the local authorities, who provide whatever portion of the public funds is necessary to carry on secondary schools, ought to undertake the work of inspection, pure and simple.

17,089. May I ask you what you mean by the work of inspection; do you mean not only the sanitary inspection of schools, the examination of buildings, but also what you may call educational inspection?—Yes; they would have control of some officer whose duty it would be to pay periodical visits to the school to see that everything was working on the lines laid down by the authority under whom the school is placed, and who would make reports accordingly to that authority.

17,090. You mean the teaching?—I mean not from the point of view of examination, but from the point of view of observing the character of the work that was going on. When it comes to the matter of examination, I rather lean to some outside authority undertaking that work—an extension, for instance, of the system of the Oxford and Cambridge Local examinations.

17,091. Would you give the local authority the right to approve of bodies which should examine schools—the recognised bodies?—Yes, I think so; I think that might be very valuable in the case of technical instruction.

17,092. Should the local authority have any power of inspecting proprietary and private schools?—I do not think that the local authority's power ought to extend to any schools over which it has not control.

17,093. You mean which they do not aid?—I mean which they do not aid.

17,094. Then, with regard to teachers, what have you to say?—With reference to the teachers, the present system of training, I understand, to be training colleges now established for elementary schools. I think that there might be a very considerable enlargement in the matter of the provision of public elementary teachers. There are two ends to aim at: the first is that the teacher should have sufficient knowledge, and the second is that the teacher should have the capacity for imparting that knowledge. The first is a matter which can be tested by examination, the second is a matter which can only be tested by actual practice in school. What I should like to see is the first thrown more widely open, so that persons with the knowledge might present themselves for examination, and, having passed the test of knowledge, might then, on probation, enter schools as teachers, and, after a couple of years' service in those schools, be tested as to their power of imparting knowledge. I think at the present moment we have too much restriction in the conditions under which persons can present themselves for the test of knowledge, and I would make that much simpler than it is at this moment. TRAINING OF TEACHERS.

17,095. You think that all secondary school teachers ought to have their ability to teach tested?—In school; that is a matter which can only be worked out by observation afterwards. Even now the training in teaching which is given in training colleges is not of a very extensive kind. You get that practice in training much more largely in the pupil teacher's work prior to entering the training college; and yet, with all those safeguards, after training, teachers break down in the actual practice of their profession. They fail in discipline. They may know sufficient, but they have not the power of imparting what they know; and it can only be shown whether a teacher has that power by actual practice in the school.

17,096. Do you think that the training required for teaching in secondary schools is different from that required for teaching in elementary schools?—I would apply the same principle to elementary schools.

17,097. These remarks which you are making are of general application?—Yes, of general application.

17,098. I might ask you, as bearing upon that, do you think that separate institutions should be set up for training teachers of secondary schools?—I do not think that there is the least necessity for that.

17,099. As present, as you know, there are very few of those institutions?—At present you have the universities. I should look forward to the universities supplying most of your material.

17,100. Then how would you train them afterwards—in the schools?—They would receive a certain amount of pedagogic training at the universities; the universities would adapt themselves, so far as that portion of the work is concerned, to the need. But no test can be satisfactory except the practical test of the school, and that you must look to the school to apply.

17,101. Do you wish to say anything about the registration of teachers?—No, I do not think so.

17,102. Then with regard to existing proprietary and private schools, I suppose you consider that regard should be had to them, in founding new schools, by local authorities?—Unquestionably.

17,103. Do you think that the local authority ought to be obliged to take over an existing private school under certain circumstances?—Everything depends upon what the circumstances are.

17,104. In a place where it was proposed to establish in the immediate neighbourhood a school of what might be alleged to be a competing type of a public character, do you think that the proprietors of the private school should have the right to call upon the local authority to take them over?—I think that in the introduction of any new system of secondary schools, an attempt should be made at the very outset to do as little

injury to existing secondary schools as possible. The limitations which ought to be imposed upon the local authority to that end are extremely difficult to lay down. Everything depends upon the kind of school. I suppose that for the settlement of difficulties of that kind it would be essential in the earlier years to have some appeal to some other authority to settle disputed questions of that kind.

17,105. Some central authority?—Some central authority—some authority instituted for that purpose, in order to bring the new system into actual working order.

17,106. Do you wish to say anything about the co-education of boys and girls in secondary schools?—I only desire to say that so far as elementary schools are concerned, which is up to the age I have mentioned of 14, the mixed schools under the school board are conducted under those conditions, and with very admirable results.

17,107. And you think that that might be continued still higher with advantage?—I think there would be some advantages in, at all events, the freedom to make the attempt.

17,108. You would allow local authorities to make the experiment?—I would allow local authorities to make the experiment. I do not know how far it would succeed until it had been actually tried; but, so far as the elementary schools are concerned, there is no doubt that the results have been most satisfactory.

17,109. (*Mr. Llewellyn Smith.*) Do you contemplate that the local authority, whatever it may be, that manages Secondary Education should have power to give aid to schools as well as to manage them?—As the Technical Education Board give aid to polytechnics, you mean?

17,110. Yes?—I think questions would arise under that head, which would not arise in the direct management of the school by the local authority.

17,111. No doubt?—Whilst they might as a matter of temporary arrangement do that, I do not think that it would be a good system to continue.

17,112. You contemplate that in the end the relation of this public authority to secondary schools would be solely the relation of actual management, not of grant in aid?—Not of subvention.

17,113. And your proposal with regard to the school board extending its work so as to manage secondary schools is based upon that idea; you do not contemplate extending the Elementary Education Act so as to give power to make grants in aid?—No.

17,114. You are aware that already there is a system of grants in aid sanctioned under the Technical Instruction Acts, which covers a large sphere of Secondary Education?—Yes.

17,115. With regard to that, what is your practical proposal—to repeal the Technical Instruction Acts, or to continue their management as they are, or to transfer them?—I think, of course, that the money which now goes to county councils under Mr. Goschen's scheme of 1890, ought to go to the Educational Board, and ought to have gone to the Educational Board in the first instance where one existed.

17,116. You propose to transfer that fund?—Yes.

17,117. But not to transfer the powers?—I see no reason against them. I say that in the initial stages I see no reason for declining to give the same liberty to the Educational Board that you now give to the county councils. It is not the end at which I should aim. I look upon it as one of those things which may be very good for the present distress, but not good as a permanent arrangement.

17,118. You mean rather, that you would give the school board the powers which are now given to the county council under the Technical Instruction Acts, but that in advising the school board as to how to use

them you would advise them not to make a free use, or permanent use, of the sections of the Act authorising aid?—Not to be content with that.

17,119. As regards the legislative powers and grant of funds, I gather now that you propose to transfer the present powers of the county council and this grant to the school board?—To the education authorities for the time being.

17,120. The school board?—If the name is to be continued, yes, to the school board.

17,121. A board at all events elected in the same manner as the school board?—Yes, elected for educational purposes.

17,122. Do you not think it would be very difficult, at this stage, to carry out your proposal?—No doubt there are difficulties, because those who have would be very desirous to keep: that is to say, undoubtedly the county council would not like the Government to cut off this source of revenue, and one sees the great difficulty of retracing a wrong step; but for the interests of the work of education an attempt ought to be made to carry over to the new educational authority supervising the whole sphere of education the funds that are to be available for educational uses.

17,123. Is it your experience that matters requiring considerable expert knowledge are best managed by bodies elected *ad hoc*?—I think so. I think, certainly, that when you come upon the community to pay, the community must have a voice in the selection of those who decide what shall be done with the money which they contribute.

17,124. Have they not that voice through election to the county council?—Yes; but you do not get the issue there; the same kind of men are not attracted to the one body as are attracted to the other.

17,125. Not even when they have the power of adding to their number?—No, I do not think so.

17,126. I have only one other question to ask you, that is with regard to the 5,000 children on the rolls of the School Board of 14 years and upwards. We have a return in which, with regard to the Manchester School Board, out of 187 children on the rolls over 15 years of age, 100 are described as backward pupils; do you think that anything like that proportion of these 5,000 could be called backward?—No, I do not think so.

17,127. You think they are really ex-Standard?—Yes, I think so; in one school that I looked into, there were 105.

17,128. (*Mr. Yoxall.*) I should like to ask you what you think would be the attitude of the London School Board towards a supposititious allotment of representation to the Board upon a hybrid body, something like the present Technical Education Board, if that proportion were to be something like one-seventh or one-eighth of the whole?—I should say that the London School Board would look favourably upon the power of co-optating for purposes of that kind, others than their own members. They have done it in connexion with technical instruction upon the joint committee which has now been in existence for many years. That joint committee is composed of representatives of the school board, representatives of the Drapers' Company, representatives of the City of London Guilds, and the Technical Institute; one member, I think, of the London County Council, and two co-optated members.

17,129. I am afraid I have hardly made my point clear. The present Technical Education Board of London I think invites the London School Board to send three members to that body?—Yes.

17,130. Under a possible similar arrangement by which a statutory body were to be created of the same type to manage Secondary Education, do you think that the London School Board would be satisfied with being asked to send, say, four or five?—I do not think so. They are not satisfied with their three representatives on the Technical Instruction Board; with the number of three I mean, on the present Technical Instruction Board.

Of course, we work on the Technical Instruction Board, but we have always felt at the School Board that we are entitled to a larger representation.

17,131. Would you mind saying what proportion of the body, of the nature I have described, you think the School Board would consider as being a fair proportion for them to have?—I could not form an estimate. You see it goes quite contrary to the idea that I have with regard to the management of Secondary Education. I do not believe that we ought to be asked to send a fractional representation upon some other board, but that the condition is the other way about; that we ought to be asked to accept a fractional representation of somebody else.

17,132. And in the latter case, would you be prepared to admit to the board (the governing body for Secondary Education being the School Board) persons who were not members of the county council, or not members of the school board, but who are, nevertheless, experts in education?—Yes, I think that the new educational authority for secondary schools ought to have the power of co-optation for those purposes.

17,133. Would you mind saying what you think should be the ordinary relations between the central authority and the local authority for Secondary Education. Do you think it advisable that the central authority should have towards the local authority upon matters of Secondary Education as much control, as much right of interference and governance, as the central authority has over the local authority for primary education?—As the Education Department have?

17,134. Yes?—No, certainly not. I think that the local authority ought to have very much larger powers. I think so in primary education; I think so, still more, in Secondary Education.

17,135. (*Mr. Cockburn.*) Do you think that the very formidable array of legislation which arises before one's mind if we are to have your way, makes it in the least degree possible to hope that anything in that direction can be done?—That seems to me to be rather a parliamentary question which I am not able to answer. I do not see that the difficulties in the way of the suggestion which I make are greater than the difficulties in the way of any other suggestion.

17,136. It seems to me, if I have understood you rightly, that to begin with you involve the question of universal school boards, or universal education boards, or whatever you call them?—I am giving evidence with reference to London, and in London we have an universal school board. I am not at all prepared to say that what is good for London is good for all over the country.

17,137. Then what you have said hitherto has been exclusively in application to London?—Yes.

17,138. And you have not allowed the provinces to enter into your mind at all?—Not for those purposes; except that, so far as the general principles are applicable in the matter of the training of teachers, and the kind of school, and so on, those requirements would be as suitable to the provinces as to London; but when you come to the matter of local authority I have been speaking with special reference to London.

17,139. In your mind, will the local authority, as constituted for London, require to be different from the local authority in the provinces?—Yes; because London is not like any other place. It always seems to me that we make too little of the difference between the circumstances of rural life and of urban life, and between the circumstances of ordinary urban life and metropolitan life; they are all very different, and have very different characteristics, and to try to blend them into one uniform system would, as I think, do harm in the long run. What is suitable for London may not be suitable for the provinces; and, certainly, what is suitable for the provinces would not be suitable for London.

17,140. But, with the exception of your mode of election and your mode of subdivision of London, you are working under the same Act, educationally, as any other school board?—That is so; but then there are not school boards all over the country.

17,141. Then, confining ourselves to London, which I understand to be the feeling of the Commission, so far as your evidence is concerned, should you think it at all possible to take away from the London County Council, not only the very large sum which is now theirs in the way of the Local Taxation Act, but also the power to levy a rate, is it at all possible to contemplate carrying through legislation which would involve that?—Why not? The London ratepayer is the same person whether he is subjected to the rate of the London County Council or to that of the London School Board. We all go to the same ratepayer, all bodies go to the same ratepayer; and whether the money from Government went into the common fund of the county council, or into the common fund of the school board, would make no difference to the ratepayer, he would get exactly the relief that he gets now.

17,142. Did it enter into your mind that this new body, this new educational board (the school board converted for London) should be able to take over into its purview the existing secondary schools, endowed schools, and grammar schools of every kind that you have in London?—So far as they saw fit to do that I think arrangements ought to be made to that end; but, as I said, questions of dispute would unquestionably arise as to which an appeal ought to be possible to some other authority not interested in the locality.

17,143. Still, for the purposes of co-ordination and organisation of a complete system, you do see the necessity for one authority reigning supreme, perhaps with a power of appeal somewhere else?—Yes, ultimately, I think, all schools would come under that authority; but there would be an initial stage, during which you would have to be satisfied with makeshifts, and during that period, of course, the educational authority might make a grant to such a school. But that always seems to me in the nature of a temporary arrangement, and not a permanent one.

17,144. Then what should be the relation of this new authority, or old authority with new powers, to the voluntary schools and voluntary school managers?—They would have no more power or authority than they have now.

17,145. Would you give them no representation upon the voluntary schools?—Are you speaking of elementary schools?

17,146. No; secondary schools, I mean. If you set up a higher grade school at the London Board, I suppose you contemplate freedom to voluntary managers to do the same if they find it necessary in their district?—Those would be elementary schools, and the law, so far as I desire, would remain unchanged in that respect. When you came to the question of schools—not elementary schools, but secondary schools—anyone attempting to provide a school within the area of the authority for secondary schools in London, would do so at his or her own risk.

17,147. Then, as to the gradation of schools, you make it by age, I understand?—Yes.

17,148. Would you think it an advantageous, or a possible thing, for a boy or a girl to be carried on in a given school till 14 years along the roads of that school method with that school staff and curriculum; and then to be transferred for a couple of years to a new set of circumstances?—No; my suggestion is that the parent would know beforehand how long he is likely to keep the child at school, and would put the child, therefore, into a school suited to the age to which he would be kept.

17,149. Then there would be no cost of transferring?—Yes, there would be the cost of transferring him; but the cases of transfer would be by scholarship.

17,150. (*Mr. Yoxall.*) At the age of 14?—At any time; it is now at the age of 13.

17,151. (*Mrs. Bryant.*) With regard to that last part of Mr. Cockburn's question, there appears to be a difficulty in that case about the fees. If

a parent prefers to keep his child at school till he is 16, and sends him, therefore, to a secondary school at an earlier age, he has to pay the fees?—Yes.

17,152. Instead of getting education in an elementary school up to 14 free?—Yes, that is so, no doubt; but that would be the parent who can see his way to pay the fee all the way along. On the other hand, you would have the case of children of poorer parents in elementary schools. If they are children who would profit by staying longer at school, they would go by the scholarship system right on to the secondary school.

17,153. Then, bearing upon that, I should like to ask a question about scholarships. As you know, the London Technical Education Board gives a scholarship which carries with it, not only free education, but a maintenance grant of 10*l.* to children of poor parents?—Yes.

17,154. Do you think that, to meet the case that you have just now put, it would be an advantage if there was also provision for scholarships which carried places only, and no maintenance?—No; I do not. I think that the question of retention at school is a question into which the maintenance element enters very much indeed. It is not only a question of the payment of the fee; it is a question of the possible loss of the child's earnings, and, if you have to deal with poorer children, I think you must deal with them not only by way of a scholarship, which practically covers the fees and books, but by some arrangement which covers the loss of earnings.

17,155. I think I did not make my question quite clear. What I meant to ask was whether you would propose or approve of the suggestion that, besides the provision of a large number of scholarships for children of that degree of poverty, there should alsobe a supply of free places which could be gained by children of just the parents whom you are contemplating—the parents who intend to keep and wish to keep their children at school till they are 16, but who would find it difficult to send them to secondary schools at an earlier age?—I think it possible that some such scholarships might be needed, but, as to the number and amount, all those things I would leave to the local authority to decide in view of their own local exigencies.

17,156. Then I wanted to ask you some rather wider questions with regard to the large number of children, say the 5,000 children under the London School Board, who in your opinion ought to be in secondary schools. Would you propose that the education board which you contemplate should establish these schools?—Certainly.

17,157. And at what sort of fee would you propose to establish them?—Well, every child in an elementary school in London to-day costs, I suppose, 4*l.* or 5*l.* a year.

17,158. So much as that?—In gross, about that. Then you take from that the grant upon examination and for fee, which practically brings it down to 2*l.* 10*s.* net. Whilst assuming that every child costs 4*l.*, I do not think a child would cost more in a secondary school under the School Board for London than the children do in the ordinary elementary schools.

17,159. (*Mr. Cockburn.*) Your classes would be smaller, surely?—Yes, but they would not cost more.

17,160. The teaching staff would be doubled?—The teaching staff would be larger; but as regards the cost of building and repairs, and all that, I do not think you could have better equipped schools than we have, whatever name you call them by; when you consider the structure. When it comes to maintenance it would probably work out at something under 5*l.* a head.

17,161. (*Mrs. Bryant.*) That is only the current expense; it does not include the initial expense?—It does not include the initial expense. It includes the ordinary maintenance expense. I think as to the figure, I speak of course from recollection, but my recollection is, that every child in London Board Schools to-day costs between 4*l.* and 5*l.* gross. The fee would be something under 5*l.* a year; therefore, I should propose that amount.

17,162. That is to say, you would charge these children in your new secondary schools a fee of 5*l.* or 4*l.* ?—Something of the kind.

17,163. And you would spend upon them also this sum per head—that is spent on the children in elementary schools ?—Yes, certainly. I suppose the same amount would obviously be spent upon them; I do not think it would be done for less, probably for a little more.

17,164. So that you calculate the cost to be about 9*l.* or 10*l.* ?—Not quite so much as that.

17,165. Between 8*l.* and 10*l.* ?—Probably about 8*l.* a year if initial expenses were reckoned.

17,166. Then do you contemplate that this education board in London would have all these schools under its direct management ?—No, under its direct control.

17,167. What do you mean by that exactly ?—I mean that they are the final court of appeal; that there are innumerable details that might be settled practically, to all intents and purposes, by local committees—local managers.

17,168. Something like the system of school managers ?—Yes.

17,169. Then what kind of control, or other kind of management or control, do you contemplate that this board would have over the other secondary schools which were not established by the board itself—not its own schools but the endowed schools and all such schools ?—I do not think the board ought to have any control over any school not distinctly aided by itself; and I think that if assistance were given, as suggested under the Technical Instruction Acts, then of course that grant carries with it a certain amount of control; but unless there were a money grant I do not think the new board ought to interfere with existing schools.

17,170. And you do not propose that there should be money grants ?—I do not propose ultimately that there should be money grants. I think that in the beginning you might find it would help probably just to bridge over the difficulty that would be experienced in introducing a new system, so as to join the new on to the old.

17,171. Then the functions of the board would really come to this: It would be its duty to find out exactly how much, and what kind of secondary school supply was necessary to fill up the gaps, leaving the other schools, both public and private schools, to carry on their work ?—To fill up gaps in the first instance, with power to take over ultimately; and that would operate year by year until the authority became the predominant authority.

17,172. Would you propose to deal in any way with the problem of ascertaining whether the private schools in a certain neighbourhood were already doing the work of Secondary Education sufficiently ?—I think you must have an appeal to a central authority as to that.

17,173. Then I should like to ask you one question with regard to the training of teachers. You contemplated that the teacher should first have a sufficient general education, and that afterwards the training should be given in schools ?—Yes.

17,174. Do you find anywhere in this course of preparation a place for the education of the teachers on a scientific basis ?—Yes; I think that so far as the examination is concerned, the theory of teaching and of pedagogics ought to be part of the examination, but it is the practice of teaching that seems to me the main element after all, and that is a matter that you can only find out by actual trial of the teacher for a sufficient time in the school.

The witness withdrew.

Adjourned.

FORTY-FOURTH DAY.

At Westminster Hall, Tuesday, 12th March 1895.

PRESENT:

MR. HENRY HOBHOUSE, M.A., M.P., IN THE CHAIR.

The Hon. and Rev. EDWARD LYTTELTON, M.A.
The Very Rev. THE DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD C. JEBB, M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. M. E. SADLER, M.A.
Mr. GEORGE J. COCKBURN.
Mr. CHARLES FENWICK, M.P.
The Lady FREDERICK CAVENDISH.

The Hon. WILLIAM N. BRUCE, *Secretary.*

Mr. GEORGE SUTHERLAND examined.

17,175. (*Chairman.*) You have been kind enough to come here to tender evidence to us as representing, I think, one of the Lancashire unions?—I am secretary of the Wigan Typographical Society, and a delegate on the Local Trades Council.

17,176. And you wish to give evidence, I suppose, as to the special requirements of the working men whom you represent in respect of secondary instruction?—Yes.

NEED OF HIGHER GRADE ELEMENTARY SCHOOLS IN WIGAN.

17,177. Perhaps you would tell us, in the first place, what kind of schools they desire to prepare their children for a higher secondary instruction?—In the borough of Wigan we have about 13 elementary schools. We have not a higher grade school, and we think that we ought to have a school of that character. We think that in Wigan we are handicapped in so far that we have not a school where the children can go and receive tuition in the higher standards of elementary education.

17,178. Have you a school board at Wigan?—Yes.

17,179. But they have not established one of these higher grade schools?—No, we have no board schools although we have a school board.

17,180. You have got a school board without any board schools?—Yes.

17,181. Have there been any representations made to the school board on this subject?—No, I do not think there have, not to my knowledge.

17,182. Is there a strong feeling on the subject in Wigan among the working men?—Yes.

17,183. The school board, of course, has power to set up such a school in Wigan as in other places?—Yes.

17,184. Why has it not been approached on the subject?—I cannot say why they have not taken the matter in hand, but the schools in Wigan, as I say, are in the hands of denominationalists, and they have never yet provided a higher grade school, but there is a strong opinion amongst the working classes that a school of that character should be provided.

17,185. (*Mr. Cockburn.*) Is all the school accommodation required for Wigan provided by the voluntary school managers?—Yes.

17,186. (*Dean of Manchester.*) Have they no higher grade schools under any denomination?—None, and we find in the schools that there is a very small per centage of scholars who remain after passing the exemption standard, which is the Fifth.

17,187. Then what becomes of them?—They go to work.

17,188. Is there no grammar school in Wigan?—Yes, there is a grammar school, and we have, in connexion with the grammar school, free scholarships from endowments. Those scholarships are gained by an examination which takes place in the grammar school, conducted by the headmaster, and so far as I know the examination is perfectly satisfactory with the exception that the headmaster conducts the examination, and it would be much more satisfactory, I find, if the examination was conducted by a Government inspector.

17,189. (*Mr. Cockburn.*) Have any representations been made to the managers of any of the voluntary schools, asking them to convert any of their schools into a school of the type which you say Wigan wants namely, a higher grade school?—No, I do not think that any such representations have been made. But we find that there is a disposition amongst the headmasters when a boy passes the Fifth Standard, to get without him, because it does not pay them to keep a teacher to fix his attention to the boys in those higher standards. Therefore they get away from school at an earlier age than they would otherwise.

17,190. Surely that is only because they are so limited in numbers in one school?—Yes.

17,191. (*Chairman.*) You say generally that there is no provision for higher elementary instruction in your borough?—Yes.

17,192. (*Dean of Manchester.*) Does the grammar school then not satisfy you at all?—The grammar school is beyond the reach of the working classes, in so far as it is one guinea per quarter for instruction.

MEANS OF PASSING FROM LOWER TO HIGHER SCHOOLS.

17,193. (*Chairman.*) Then with regard to secondary schools in Wigan, you say that the working class boys can only take advantage of the secondary schools that exist through the means of free scholarships?—Yes.

17,194. Are there a large number of those free scholarships?—There are about 30 at one time receiving this free education.

17,195. And are those free scholarships given by one of the local authorities, or are they given out of an endowment?—They are given by an endowment from a private gentleman.

17,196. Is it a recent endowment?—Yes, it is within the last 10 years, I should say.

17,197. But it is a permanent endowment?—Yes.

17,198. Are there any scholarships given by the county council or the town council in connexion with the secondary schools?—No.

17,199. I think in your borough there is an arrangement between the town council and the Lancaster County Council by which the county scholarships are thrown open to boys in your borough; is not that so?—There is an arrangement existing between the Lancashire County Council, and the County Borough Council and the mining and technical schools, whereby boys are drafted in groups of 30 from the elementary schools after passing Standard IV. to receive manual instruction in woodwork.

17,200. They receive that in the technical school?—Yes, a branch of the technical school; it is a room that is used specially for that purpose, but apart from the technical school building proper.

17,201. Is that the only instruction that they receive in the technical school?—That is the only instruction received in the technical school by the scholars in the elementary schools.

17,202. And are there no county scholarships open to Wigan boys, to take them to secondary schools?—None whatever.

17,203. Then, except for those 30 free places in the grammar school, there is no means for the boys of the working classes to pass to the secondary schools?—That is so.

17,204. And I suppose that the persons you represent would desire a larger provision of scholarships?—They require facilities for instruction in the higher standards.

17,205. We have considered the question of the higher grade schools; but apart from that they would desire, I imagine, more scholarships to enable their sons to get higher instruction at those secondary schools?—That is very desirable.

17,206. And what have you to say about the value of the scholarships—ought they to be merely free places, or ought they to have an allowance for maintenance as well?—I should say that they should be free places, speaking as a wage earner.

17,207. That would be sufficient to enable a certain number of boys to take advantage of them?—Yes.

17,208. Up to what age?—Up to, say, 15.

17,209. And that is about the limit of age to which the parents would desire to keep them at those schools, is it?—Yes, amongst the working class community.

17,210. But there might be exceptional boys who would be fitted to receive higher instruction up to a later age. How would you provide for them?—In cases where parents were fairly well situated, and a boy was intelligent, I believe in special cases they would desire that the boy should go further with his instruction.

17,211. And in that case a scholarship of a larger amount might be desirable?—Yes.

17,212. (*Dean of Manchester.*) Of course there is technical instruction provided at your grammar school?—There is no technical instruction provided at our grammar school.

17,213. None?—None whatever.

17,214. Is there no organised science school?—There are science classes, but I am speaking in respect to manual instruction.

17,215. But there is an organised science school?—Yes, certainly.

17,216. (*Mr. Cockburn.*) With regard to this manual instruction, have you again made representations to the managers of the voluntary schools, that it is within their power to train boys in it?—They know it already; and the arrangement is that by providing accommodation and instruction for boys in the technical school the grant is divided between the technical school and the schools from which the boys are drafted.

17,217. (*Dean of Manchester.*) You have a technical school?—Yes. This manual instruction class is a branch of the technical school.

17,218. What is the technical school?—The technical school is named the Wigan Technical and Mining School, and it teaches mining, engineering, chemistry, and other sciences.

17,219. Is it under the Wigan Corporation?—It is partly supported by the Wigan County Borough Council, by the Lancashire County Council, and by private endowment.

17,220. By whom is it managed?—It is managed by representatives from the county council, the borough council, and the old governors of what was called originally the Wigan Mining School.

17,221. Do the county council and the county borough council give the money that they receive under the Customs and Excise Act?—Yes.

17,222. All of it?—Yes; all that is apportioned to the county borough council.

17,223. How much is that?—I could not give the amount. The county borough gives all, but the county council of course gives a portion.

17,224. (*Mr. Cockburn.*) The practice in Wigan, I gather, is for the working men to cause their children to leave school very early; and you have said that they mostly leave at the Fifth Standard?—Yes; that is the exemption standard in Wigan; it is rather low.

17,225. Then the boys would pass that at about 12. Do you mean that they go to work mostly at 12?—Yes; they will pass at 11 sometimes.

17,226. Do you mean to say that the boys in Wigan, as a rule, go to work so early as 11?—Yes; there are a good many half-timers in Wigan.

17,227. What do they work at as half-timers?—Some in mills; and other boys will go into shops as errand boys; they do not go into workshops.

17,228. You were asked by the Chairman just now about scholarships; and you said that you thought the scholarship should carry a boy up to about 15 years old?—Yes.

17,229. And that a scholarship would be sufficient if it covered the cost of education. Do you really mean that: that if at present a working-class parent takes his boy from school at 11 to become a wage-earner he would be satisfied with the mere remission of school fees and nothing more in the way of maintenance, or that which would take the place of wages?—Exactly so; because we find the boys, through not having attention in the higher standards, become indifferent, and leave school earlier than they otherwise would.

17,230. (*Dean of Manchester.*) Then comparatively few wish to go on—that is about it?—Yes; after the Sixth Standard very few remain, I should think.

17,231. How many could you say?—I could not give the per-centage, but I should think that in a school of about 400 there would not be more than perhaps 20 in the Sixth Standard.

17,232. (*Mr. Fenwick.*) Would their number increase if they had facilities afforded them for obtaining higher education in the higher branches?—Yes; I believe that if a higher grade school were established in the borough the classes would become stronger, and the boys would receive such attention that they would have greater interest in their instruction, and would consequently remain longer at school.

17,233. Then, assuming that they did remain longer at school, do you think that the provision of free places would be sufficient to induce them to do so?—Yes.

17,234. Without any provision for maintenance?—Are you speaking now of boarding schools?

17,235. I am speaking now of secondary schools?—By maintenance do you mean help towards the boarding of the boy?

17,236. I mean some allowance to cover the loss of wages that might be earned, caused by the boy being continued at school, and therefore withdrawn from employment?—I believe there is a large proportion of the working classes who would be satisfied if the boy were content to remain at school longer; but we find the boys very indifferent, and the teacher equally so, on account of the Government grant which he would lose. By paying attention to the higher standard boys he would be neglecting the lower standards, and therefore he would suffer pecuniarily; and I think if greater attention were given to them they would remain longer at school.

17,237. (*Chairman.*) You mean that the parents would be willing to sacrifice the value of the boy's labour for some further years, provided they were assured that he was getting good and useful instruction of a higher kind at school, and they had not to pay a high fee for it?—I believe that would be so in a large per-centage of cases.

17,238. (*Lady Frederick Cavendish.*) Even so long as from 11 to 15 years of age?—No, I should not say that a very large proportion would remain to 15; but a large proportion would remain up to 14.

17,239. (*Dean of Manchester.*) After passing the exemption standard?—Yes; 14 is the age at which apprenticing takes place, and that is about the age at which I think they would leave to go to trades.

17,240. Then are all these elementary day schools at Wigan of the same mind on this matter, do you consider?—With regard to the higher grade lads, do you mean?

17,241. Yes?—Yes, I believe there is a general disposition to get without the boys after they have passed the Fifth and Sixth Standards.

17,242. (*Chairman.*) Have you any views which you wish to put before us with regard to the authority which should manage schools in a borough like Wigan; are you satisfied with the school board as the authority?—Yes, I think the school board is the best authority. I am not favourable to the committee of the county borough council, insomuch that I feel that we have, generally speaking, a better class of men on the school board than we have on the town council; the fact of his seeking a place on the school board is evidence, I think, of his interest in education. He has no private interests to serve.

17,243. Your school board are, apparently, elected to do very little?—Our school board does very little more than perform the duties of a school attendance committee.

17,244. (*Dean of Manchester.*) Enforcing the compulsory powers?—Yes.

17,245. (*Chairman.*) And the electors acquiesce in that view?—They have done up to now.

17,246. You do not wish to see any change in the authority for education in Wigan, then?—Speaking personally, I should like to see the schools put under what is known as popular control; but I feel sure at the same time that I should not be expressing the views of the majority of the wage earners in that view.

17,247. You mean that you would like to see them all school board schools?—Yes, personally.

17,248. Or a sufficient number of school board schools?—Yes.

17,249. (*Dean of Manchester.*) Since the beginning of the school board system in Wigan, have you had a majority always on the school board for things as they are?—Yes, we have only had, I believe, two elections since the formation of the school board.

17,250. You mean to say that there has been no contest?—Yes.

17,251. (*Mr. Cockburn.*) What is the population of Wigan?—At the present time it is about 58,000.

17,252. Then you are just a county borough?—Yes.

17,253. Do you know how many children there are in the elementary schools in Wigan?—No, I do not know the number.

17,254. (*Chairman.*) Do you wish to put before us any views with regard to inspection and examination of schools?—I have no change to suggest in that respect. I think that inspection and examination should be continued. There should be plenty of inspection, and the examination, I think, would have to be not of a sampling character but rather of an individual test.

17,255. You prefer the old system to the new?—Yes.

17,256. On what ground?—Because every scholar stands upon his own merits, and he is not pulled through by the sampling process.

17,257. Do you think the system of payment by results works satisfactorily?—Payment by results in individual examinations I think does, but I cannot say that I think so in connexion with the sampling process.

17,258. (*Dean of Manchester.*) I should like to know whether you think there would be a considerable growth of public opinion if your views were

to prevail; would it be rapid, do you think?—I have already said, in expressing my view with regard to my desire for popular control, that it would not be the view of the large majority.

17,259. I do not mean that. I mean, supposing there were schools established such as you would like to see above what are virtually schools of the Fifth Standard, according to your statement do you think the people would rapidly rise in opinion?—No, I think not.

17,260 (*Dr. Wormell.*) Do you happen to know anything about the grammar school at Wigan?—I have not had an intimate connexion with the grammar school. I know the place, and I know that it has a very small per-centage of scholars.

17,261. Can you tell me how it is that it has so few scholars?—I think that the character of the teaching has not been satisfactory to the parents of the middle classes.

17,262. (*Dean of Manchester.*) May I ask under whose government is that? Is it under private government?—Yes.

17,263. What is the constitution of that governing body?—The rector of Wigan is a governor and Sir Francis Powell, who is a gentleman of high standing in the borough and neighbourhood.

17,264. (*Dr. Wormell.*) Do you think they take an interest in the school?—Sir Francis Sharp Powell takes an interest to this extent, that those free scholarships are provided by his munificence.

17,265. I think the headmaster receives a certain sum, 100*l.* a year and the use of the building, and then makes his own arrangements or terms with regard to the scholars, is that so?—I believe that has prevailed, whether it prevails to-day I cannot say.

17,266. With the exception that he is bound to take one third of the number as free scholars?—One third of the whole number?

17,267. Yes?—I do not think that is so.

17,268. I thought perhaps you might give me rather more information than I have at present about the Wigan Grammar School. It does not seem to be in a very flourishing state?—It is in a very weak state.

17,269. (*Mr. Sadler.*) I want to ask you whether you do not feel that boys and girls who have left school early and are devoting themselves to wage-earning occupations might have some continuative education alongside of their industrial employment?—There is already provision made by the evening continuation schools, and when they were first instituted we found their attendance was large, but has gradually dwindled, and I think it is accountable for through the children being young and having to stand at work perhaps 10 hours a day and not feeling disposed to enter upon studies after doing a day's work.

17,270. And you think that that state of things will continue?—Yes, I think it will.

17,271. Then you regard the prospects of continued education of young men and young women engaged in industrial employment as rather gloomy?—Yes; I do not think there will ever be a large per-centage of them remain at the continuation school.

17,272. Are there any other agencies besides the continuation school that might fill that gap?—No, there are no agencies; only the technical school and the continuation school.

17,273. Considering how much political responsibility is now thrown on these people, do you not feel that it is a matter of national moment that we should encourage them to train themselves by a higher education?—Most decidedly.

17,274. Then have you any suggestions that you could make by which those obstacles and this inertia could be overcome?—I have already made one suggestion, whereby the instruction of children of the working

classes could be improved by providing a higher grade school and creating a greater interest amongst the scholars for better instruction.

17,275. You mean that if they were carried on into higher grade schools the appetite for learning would become so great that it would overcome the weariness afterwards resulting from their daily occupation?—Yes, we find it so with the children attending the manual instruction class, where the classes have been established. I have been speaking to a technical instructor, and he says that children who take that kind of training remain longer at school for education purposes than they would otherwise if they had not that technical training.

17,276. Is there any provision, may I ask, in Wigan for giving boys and girls of the wage-earning class from 15 to 19, an age during which many children are at secondary schools—training in historical and economic knowledge?—No, there is no agency, apart from the continuation school.

17,277. That is to say, that there is very little attempt made, if any, to train them to discharge their duties as citizens?—There is no attempt made.

17,278. And you regard that as a deplorable thing?—Decidedly.

17,279. (*Mr. Cockburn.*) Do you come here in any representative capacity from Wigan; are you appointed by any one to be their mouthpiece to the Commission?—I have not been deputed by anybody to come, but I am secretary of the Wigan Typographical Society.

17,280. Your trades council, I mean, or any local association of any kind have not appointed you as their mouthpiece here?—No, they have not been approached on the subject, and they know nothing of my visit.

17,281. Then your evidence is very largely personal?—Yes.

17,282. And I suppose your experience, and the whole of your evidence, is to be taken as being associated with Wigan exclusively?—Yes.

17,283. You have no experience or evidence to offer us outside Wigan?—No, only from conversation—not from any intimate acquaintance with the state of things existing in other towns.

17,284. Does the feeling in Wigan run favourable to raising the limit of age for half-time employment?—No, I cannot say that it does.

17,285. You mean that the parents of the working classes of Wigan are quite content with the present limit of 11?—Personally, I am of opinion that the age limit for half-timers should be raised from 11 to 12 with the view of abolishing half-time labour altogether. The exemption limit has been raised within the last four or five years from the Fourth to the Fifth Standard, and I do not think there would be a disposition to raise the standard higher at present.

17,286. Apart from yourself personally, is there any strong and healthy desire on the part of the people of Wigan for these higher grade schools which you think so much to be desired; or are they content with the method in which things are going along, and the pushing out of the schools by the teachers of children when they have passed Standard V., which you have described?—There has been no organised effort to raise the standard of education, and I am sorry to say that the last school board election seemed to favour the present system, because all the old members were appointed on the old lines of policy.

17,287. Can you tell us among what denominations the voluntary schools are distributed at present?—The Established Church, Wesleyans, Swedenborgian, Presbyterian, and Roman Catholic.

17,288. Is there any Lancastrian or British school?—The New Jerusalem is called the British school—that is the Swedenborgian.

17,289. Have you any observations to make to the Commission upon evening classes?—Evening classes are conducted in several of the elementary schools.

17,290. Are they simply night schools for reading, writing, and arithmetic, and that kind of thing?—Yes, and teaching the duties of citizenship.

17,291. (*Lady Frederick Cavendish.*) Do I rightly understand you to say that children after leaving school have stood for 10 hours at their work?—Yes.

17,292. At what age?—From 12 to 13, I should say.

17,293. Boys and girls alike?—Yes.

17,294. In the mills, do you mean?—No, they would not be allowed to work in the mills under 13. But we have the boys running errands, and they are working, say from eight o'clock in the morning to eight o'clock at night, in many cases.

17,295. Is that the class of children that do not obtain the advantage of continuation schools?—Yes, they are too fatigued.

17,296. (*Dean of Manchester.*) To what age do the scholars stay in the evening schools?—They are at all ages in the evening schools; say from 14 up to about 22 and 23.

17,297. Can they be called continuation schools in the best sense of the word, or are they simply schools to which those people go when at 14 or 15 they wish to begin again?—They take very much the same form as the old night school.

17,298. That is to say, having left school at this very early age, when they come to 14 or 15 they are almost beginning their education again—a great many of them?—Yes.

17,299. And is there any high standard of evening instruction in Wigan connected with any of the schools?—No, they are just the ordinary continuation schools.

17,300. The technical classes are at night, of course?—Yes, in the winter months.

17,301. Only in the winter?—Yes.

17,302. And to those classes, I suppose, those young people chiefly resort who are already framing for trade?—Yes, the students in the Wigan Technical and Mining School range chiefly from 17 upwards.

17,303. For the purposes of manual teaching?—Yes, and to make themselves proficient as mine managers, engineers, and builders, and that kind of thing.

17,304. The more ambitious of them, probably?—Yes, the better class of them.

17,305. Are the classes largely attended?—Yes, they are very prosperous.

17,306. All through the season?—Yes.

17,307. Do you find many persons of your own way of thinking?—Yes; but the difficulty is to make an organised effort to remedy matters. In speaking of course they will express that opinion, but they will not organise to improve matters.

The witness withdrew.

Adjourned.

FORTY-FIFTH DAY.

At Westminster Hall, Tuesday, 26th March 1895.

PRESENT:

MR. HENRY HOBHOUSE, M.A., M.P., IN THE CHAIR.

The Right Hon. Sir J. T. HIBBERT, K.C.B., M.P.
The Hon. and Rev. EDWARD LYTTELTON, M.A.
Sir HENRY E. ROSCOE, D.C.L., M.P.
The Very Rev. THE DEAN OF MANCHESTER, D.D.
The Rev. A. M. FAIRBAIRN, D.D.
Mr. RICHARD C. JEBB, D.C.L., M.P.
Mr. RICHARD WORMELL, D.Sc.
Mr. GEORGE J. COCKBURN.
Mr. CHARLES FENWICK, M.P.
Mr. J. H. YOXALL.
The Lady FREDERICK CAVENDISH.
Mrs. BRYANT, D.Sc.

The Hon. W. N. BRUCE, *Secretary*.

Major-General Sir J. F. D. DONNELLY, K.C.B., recalled and further examined.

17,308. (*Chairman.*) We have asked you to be good enough to give us some supplementary evidence on the effect of the new regulations issued by your Department with regard to organised science schools as compared with the regulations now in existence. Perhaps you will begin by telling us the exact changes that have been made, and then inform the Commission how they will affect the amount of the grants and the number of schools receiving them as organised science schools?—Do you wish me to describe in detail the change that has been made by the new regulations?

NEW REGULATIONS FOR ORGANISED SCIENCE SCHOOLS.

17,309. Will you tell us shortly what those changes are?—I believe the Commission have had before them a copy of the new rules for organised science schools, which have lately been issued. It is headed form No. 201, and is printed as a parliamentary paper. The main alteration has been the modification of the system of payment. Under the old system, the grant consisted principally of a payment on results of examination with a small capitation grant. Under the new system the attendance grant is increased in amount, and a variable grant, calculated on attendance, is added. These, with the grants for practical work, are all that can be paid for students in the elementary course, which may last for one or two years. There is a similar attendance grant, and variable grant in the students' third and fourth years, or second, third and fourth years, as the case may be, with a modified payment on results in the advanced course in those two or three years. Two elementary courses have been formulated. There is an elementary course for men students, and another for women students, if it is desired to adopt a special one for women. The students may remain for one or two years in those elementary courses, and then they have to take up the advanced courses, of which three have been formulated, one physical and chemical, another mechanical, and a third biological. If, however, a school wishes to form a different special advanced course, it can do so on submitting it to the Department for sanction. There is also an advanced course for women. The attendance grant is *1l.* 10*s.*

per 400 attendances on all students who attend the full course of instruction, and make not less than 250 attendances during the school year. The attendance grant is calculated in this way. The number of attendances of all students who make not less than 250 attendances are added together, and the total divided by 400. The variable grant is 2*l.*, 1*l.* 10*s.*, and 1*l.*, according to the award made to the school, the award being based on the inspector's report, and other information that the Department has in its possession with regard to the school. Another change is this. The Department always encouraged literary instruction in the organised science schools, and in the last directory it was laid down "In preparing "the time-table, provision should be made for instruction in those "elementary subjects which are essential for a good general education."

17,310. That was a new regulation last year, was it not?—Yes; the Department has always endeavoured, through the inspectors, and so on, to impress on the schools the necessity for having some literary instruction, but this rule made it more definite. The new rules have made a sound course of literary instruction with one modern language imperative, and require that a certain amount of time shall be given to that literary instruction.

17,311. (*Sir Henry Roscoe.*) What is the amount of time given to that literary instruction?

17,312. (*Chairman.*) Not less than 10 hours with other subjects?—Yes; not less than 10 hours, including two hours a week, I think it is, for manual instruction.

17,313. So that it would not be less than 8 hours we may say for literary subjects?—Yes, not less; that is the minimum.

17,314. Then really your organised science school now is something rather different from what the term implies. I take it it is really a school giving a certain number of hours instruction in approved organised courses of science, and also giving a certain number of hours instruction in approved forms of literary teaching?—Yes; I should say it was a school formulated on a basis of distinctly scientific instruction with a sufficient flavour or amount of literary instruction. I put it in that way to distinguish it from a school of a specifically literary kind with merely a scientific flavour given to it. The scientific side is the main consideration of the school, though the literary instruction is a necessary part of it.

17,315. I suppose in the class of schools to which this mainly applies, there would be about 25 to 30 hours' a week given to instruction altogether?—Yes, fully that, I should think.

17,316. So that you only require half, or even less than half, of that time to be devoted to science and art subjects—13 hours?—That is the minimum.

17,317. But that is your requirement?—Yes.

17,318. And in the science subjects are included the whole range of mathematics?—Yes.

17,319. So that it would be possible for a school to devote half its time to literary subjects and yet become an organised science school under this new scheme?—It would be possible, but I do not know that it would succeed very well as an organised science school under such a scheme; I do not think that its grants would be very large.

PROBABLE EFFECT ON NUMBER OF ORGANISED SCIENCE SCHOOLS, AND AMOUNT OF GRANTS.

17,320. I suppose you recognise that by extending these requirements with regard to the literary side and by reducing your requirements with regard to the scientific instruction, you open the door to a considerable number of secondary schools becoming organised science schools?—I should scarcely like to put it in the form of reducing the requirements for science.

17,321. You have reduced the number of hours, have you not, in the last year from 15 to 13?—Yes, that is true as the minimum; but I do not think the mere fact of reducing the minimum from 15 to 13 will

really affect the amount of science instruction given in the school much; it may slightly. If a school which is now distinctly literary wished to become an organised science school it will have to very completely alter its whole organisation and course of instruction, because the scientific side of the school is really the fundamental part of it, and it has to be provided with chemical and physical laboratories, and all the necessary plant for scientific instruction.

17,322. But is not there a great movement going on now in different parts of the country under the Technical Instruction Act, whereby the ordinary secondary schools are being supplied with chemical laboratories and appliances for scientific instruction, and their scientific side is developed?—That is so, no doubt, to a large extent.

17,323. And will not these new regulations enable a considerable number of those schools to obtain aid from your Department as organised science schools?—I do not know that the new regulations will enable a much larger number than could have done it formerly, because the only absolute difference, as you have pointed out, is between 15 hours and 13 hours.

17,324. And the greater stress you lay on the literary side?—Yes, but there was nothing in their position before to prevent their having the literary side, and we know that many of them did carry on a considerable amount of literary work. It may have a slight tendency to bring in a few more schools; but I should not think it would have very much effect in that way.

17,325. What effect do you think the new regulations are likely to have on the total amount of grants from the Science and Art Department to secondary schools. Do you think the amount is likely to be largely increased?—The number of organised science schools has, as the Commission are aware, been steadily and somewhat rapidly increasing of late years. I think it is possible, in fact very probable, that that rate of increase may be, at all events in the next few years, somewhat raised by the new rules; but it is quite impossible at the present moment to give any numerical estimate of the increase or the rise in the rate of increase. We have no data at the Department as yet to form any estimate upon. Next July, when the schools send in their applications, we shall know more about it, but at present all we know is that a certain number of schools have written and asked questions, and from the number that have written and asked questions I think it is probable that there may be a rise in the rate of increase. But it must be remembered that the numbers of organised science schools have been steadily increasing of late years.

17,326. Is there any material increase in the estimate under this head which is laid before Parliament this year?—No. The estimate that is now before Parliament pays for the results of instructions on the coming May examinations; therefore, the payment on the new organised science schools will be provided for by the estimates for 1896-7.

LIMIT OF INCOME OF PARENTS.

17,327. I see you have very recently issued a circular pointing out that the limits of income for the students earning your grants will be raised from 400*l.* to 500*l.*, and that the conditions of section 32 in your directory will in future be applied to the students in organised science schools as well as in other schools?—Yes.

17,328. Do I understand that this limit of income did not apply to students in organised science schools before—that there was no limit?—The present rule you will find in the directory, in paragraph 32, page 13.

17,329. It is reprinted in that blue paper?—Yes, but in a modified form. The payments were only claimable upon students who came within one or other of those categories; and one of those categories, that marked (E), is: "students in an organised school under public "management or in a night class for industrial students which meets "after 6 p.m., or on Saturdays after 2 p.m." The effect of that was

and is, that any student in an organised science school or in a night class for industrial students was considered *ipso facto* qualified for payments to be claimed on account of his instruction; we did not differentiate in such a case between a student whose parent had 200*l.* a year and one who had 10,000*l.* a year, but now under the new rule, while the limit of income has been increased from 400*l.* to 500*l.* a year, following the new Income Tax Act by which the limit of abatement has been extended from 400*l.* to 500*l.*, it will in future be necessary for the committee of the school to certify for each student in the organised science school separately, that either his parents are in receipt of less than 500*l.* a year, or in receipt of weekly wages, or that he is a scholar from a public elementary school who is continuing his education in the organised science school.

17,330. Do you think that raising this limit from 400*l.* to 500*l.* will very much enlarge the class of persons earning these grants?—No.

17,331. I think we understood from your evidence that the limit was not always strictly applied, taking schools as a whole?—There is no limit for the school as a whole; that limit is for each pupil in the school. Perhaps you are referring to the question of endowment.

17,332. No. I wish to keep that separate. I was referring to this:—"If at any time there is reason to suppose that the night class is not "*bona fide* for industrial students," and so on, the Department may call for a certificate. That used to apply to organised science schools, and it now only applies to night classes?—Yes, in future the organised science school will have to certify under any circumstances specifically for each student.

17,333. You do not require pupils in a higher grade elementary school to certify individually, do you?—Oh, yes, unless it was an organised science school. There were only two classes of schools formerly which were not required to certify individually. Those were, the organised science school and the night class; and in the future the only class of school which will not have to certify individually will be the night class. Therefore the organised science school will be in the same position as any other school or class.

17,334. (*The Dean of Manchester.*) Because the night class people are supposed to be earning wages?—Yes. In a *bona fide* night class, which meets in the evening or on Saturdays after 12 o'clock, such a very large per-centage of the students are as a rule of the wage-earning class that it is not necessary to go to all the expense and trouble of investigating and certifying individually.

17,335. May I just ask one question here. In the higher grade schools you have no such distinction between scholars for any other purpose; is it proposed that you should have this distinction for those who are working in the organised science department? Take this illustration, many of the higher grade schools are free, and in those higher grade schools no question is asked as to whether the parent is or is not in receipt of between 400*l.* and 500*l.* a year?—Oh, yes; I hope so. The committee certify that he is not put down in a category in which he has no right to be.

17,336. They will have to do so, you mean?—They do so now. All the higher grade schools unless they are organised science schools make out their form of claim, with the category stated.

17,337. But if they are organised science schools?—If they are organised science schools they have not hitherto, but they will in future have to, put down the category under which they claim for each of their students.

17,338. (*Chairman.*) I understand that the income of the parents of the students, or of the student himself, will be one limit to which you will look to keep your grants under the new regulations within bounds?—Yes, that is so. Unless the student does come within one of the categories no payment can be claimed on account of his instruction.

RESTRICTIONS AFFECTING ENDOWED SCHOOLS.

17,339. Now, will you tell us whether there are any other limits which will take effect to restrict the operation of the grants under the new regulations as to organised science schools. I mean limits with regard to the endowment of the schools, or with regard to the tuition fee charged in the schools?—The rule with regard to endowments is given in paragraph 20 at page 32 of the directory. The rule is "The grant of payments on "results in an endowed school, the endowment of which applicable to the "general maintenance of the school exceeded 300*l.* a year, or in which "the education is wholly or principally provided for by endowments, "must be the subject of special reference to the Department, each case "being considered on its merits." Under that rule the practice has hitherto been that when the income of the school from endowment exceeds 300*l.* a year no grants are made for stages 1 and 2 of mathematics—that is, elementary mathematics—and the Department has hitherto not had occasion to go beyond this; though of course, if a school which had very large endowments did apply, the Department has full power under this rule to make any special restrictions in the case of that school.

17,340. Do I understand that the payments mentioned in this paragraph are payments both for organised science schools and for science and art classes?—Yes.

17,341. It refers to all your payments?—Yes.

17,342. And I understand that so far as this rule has hitherto operated, it has only operated to restrict the grants for elementary mathematics?—Yes, that is the only restriction we have hitherto put on any endowed school which has applied.

17,343. Now can you tell us whether the restriction under this paragraph is likely to be increased in future or whether that practice will continue?—We have no reason to suppose that any very largely endowed schools will apply to receive grants from the Department. If they did the question would have to be considered under that rule "on its merits." We do not know of any school with very large endowments which are applicable to the instruction of students receiving grants from the Department. Several schools, such as St. Paul's school, take the examinations of the Department but do not claim grants.

17,344. You lay down a line here of 300*l.* a year, but I suppose you would recognise the great difference between a school that was educating, we will say, 300 boys, or even a greater number, with endowments of 300*l.* a year, and a school that was only educating 50: it is really the endowment per head that makes the difference between the wealth and poverty of the school, is it not?—Yes, of course, the one school is in a better position than the other, but hitherto as a matter of fact all that has been found necessary to do in that direction has been that where the school had an endowment of more than 300*l.* a year, they have been cut off from receiving payments in stages one and two of mathematics.

17,345. (*Mr. Cockburn.*) Irrespective of the numbers in the school?—Irrespective of the numbers in the school.

17,346. (*Chairman.*) Of course you recognise the fact that this paragraph puts an enormous power, and a rather arbitrary power, in the hands of the Department in dealing with endowed schools?—Yes.

17,347. There are no principles laid down in this paragraph except the line drawn with regard to the absolute amount of endowment?—Yes, that is so, but as a matter of fact and as a matter of practice there has never been any difficulty or question in the matter, because it is not worth the while of the highly endowed schools to claim the grants from the Department and subject themselves to the restrictions of the Department.

17,348. (*Dr. Fairbairn.*) May I ask, as a case in point, whether the Bradford Grammar School is not reckoned by the Department as an organised science school?—I think that is very likely, but I have not the list with me.

17,349. (*Chairman.*) The question of the amount of tuition fees, you say, has never been considered in connexion with the grant, and you do not propose to do that in the future?—No, it is a self-acting matter. Where the tuition fees are large it is impossible or most improbable that the school should have any considerable number of students who come within the categories of students on whose account we pay. Where the tuition fees are large the children are not the children of working classes, and probably their parents have more than 500*l.* a year. But, of course, in a school where the fees were large, if there were a certain number of students who had come into that school by scholarships from the elementary school and the school chose to form science classes, it could claim on account of those one, two, three, or whatever number of students, if they wished to do so, who did come within the categories on whose account we paid.

17,350. Then, I understand from you that the only two restrictions which are placed upon the persons or the schools earning these grants are, first, the limit of income, and, secondly, the amount of endowment which is restricted by the terms of paragraph 20 at your discretion?—Yes, that is so.

17,351. Those are the only two limits?—Yes. To prevent any misapprehension, I may perhaps mention that the tuition fee has been considered in the case of scholarships. When a student obtained a science and art scholarship he was not allowed to hold it at a school where the fee was so large that it would absorb the greater part of the scholarship, which was meant for maintenance; it was not meant to go for the use of the school, but for the maintenance of the students. Therefore, if the tuition fee of the school was very large, we say the scholarship cannot be tenable there unless you admit him either at a very low fee or gratuitously.

17,352. That only affects the tenure of your scholarships, which is, of course, a different question?—Quite so.

17,353. Then, taking the effect of these new regulations as a whole, I understand your view to be that there may be under them a somewhat accelerated rate of increase in the grant which has hitherto been steadily increasing, but you do not contemplate a very large immediate addition to those grants, or a very large immediate addition to the number of schools earning grants as organised science schools?—What I referred to was the increase in the number of schools, not in the rate of grant, which is rather a different thing. As far as we can estimate the grant per student, under the new rules for organised science schools will be, if anything, less than it was under the old rules. Of course it is a difficult thing to determine that precisely at present, but we believe that the rate of grant per student will be somewhat less. But, on the other hand, I think that the rate of increase in the number of schools will possibly be somewhat accelerated.

17,354. (*Dean of Manchester.*) That, I presume, would be in the day schools?—I do not think there is likely to be very much increase in the organised night schools.

17,355. Do you not think there will be likely to be very serious discouragement in the night school department; I was following directly on the Chairman's last lead; I quite understand that the organised science school by day may be considerably stimulated by this, but in the night schools do you not think that there will be a very considerable falling-off?—Are you speaking of the organised night schools?

17,356. Yes, I am speaking of the classes to which you allude here when you refer to the courses for men students. These courses for men students I need scarcely say will be in the evening, they will be in the continuation schools?—There are organised night schools now; there are not many of them, I think only about six. The rules for them in the future are made somewhat easier, but I do not think that there is a probability of there being any very rapid increase in the number of organised science

night schools—I mean in distinction to the ordinary night classes. The ordinary night classes, which are not under the specific head of an organised science night school, will not, as far as I am aware, be affected; they will go on as they are at present.

17,357. Would you give me an illustration of the sort of school you mean; I suppose you know about our schools in Manchester, do you not?—Yes; I do not think you have an organised science night school there; you have simply the ordinary evening classes.

17,358. Will not these rules with regard to the elementary schools, for example, on page 1 of the new rules affect the night classes?—No.

17,359. Not at all?—No. Unless a school organises itself to follow this specific course, it will go on just as it does now, and the higher grade schools which are not organised science schools will go on just as they do now, I suppose, and be not affected; their grants are not touched; the rules remain precisely as they are.

17,360. The higher grade schools, of course, many of them have organised science schools?—A certain number, yes.

17,361. At all events, in our neighbourhood. Now, turning for a moment to the day schools. Under this system of grants, I observe that under the suspension, so to speak, of examination in detail, there would be a very great deal left to the inspector?—Yes.

17,362. In fact, his discretion would be so large as to amount, it might be, in certain cases, to many hundreds a year?—That is so, as the rule stands now. One or two deputations have pressed upon the Vice-President the necessity for altering the variation in the amounts under the three heads, and that subject is now under the consideration of the Vice-President. Whether he will make a change or not I do not know, but it has been pressed upon him, and it is under consideration. I may say he has not held out any promise that he would modify it, but it is under consideration.

17,363. (*Dean of Manchester.*) It might make a difference to our science schools at Manchester, of as much as 800*l.* a year, and, of course, that is a very serious consideration; I am obliged to you for going so far.

17,364. (*Mr. Cockburn.*) As the result of those deputations that you spoke of, has not Article 2 been definitely promised to be altered? Has not Standard VII. been agreed to be struck out and Standard VI. substituted?—Before the deputations, that had already been decided and stated in several letters.

17,365. That has been definitely decided upon?—Yes. That the student should receive an education such as would fit him to enter Standard VII. of the English code.

17,366. (*Dean of Manchester.*) Then in the continuation schools, am I to understand that there is no change whatever arranged by these rules?—No change for a class that does not come in as an organised science class.

17,367. (*Chairman.*) These rules simply relate to organised science schools?—That is all.

17,368. (*Mr. Cockburn.*) And there is no change whatever in the science day schools or the science night schools so long as they are not organised science schools?—No, these regulations do not touch them.

17,369. And they will sit for your May examinations under the old rules?—Quite so.

17,370. Unaltered in any way?—Yes.

17,371. (*Sir Henry Roscoe.*) The Chairman, I think, put it clearly to you that our object in asking you to come here was to obtain, if possible, your opinion, as to how far it is likely that, in the coming years, the grants under these regulations may become very much larger than they are at present. I understand you to say you cannot give any definite

numerical approximation to what may possibly come, but I want to ask you this; for example, seeing that it might be possible in the future that new schools might be started by the local authorities in which, probably, more attention would be given to scientific subjects and scientific teaching than has hitherto been the case in the endowed schools, and therefore that these schools might easily become organised science schools under such circumstances, do you not think that the pull upon the Department might become very considerable, and that there would be a likelihood of the amount of grant being very largely increased?—My opinion, as far as we can form an estimate in the Department, is that the present rate of increase may be somewhat, but not very largely, accelerated. It is increasing now; but as to the question whether these rules will tend to make that increase more rapid I think the general opinion, so far as we have been able to form one, is that there is nothing in them that will make that rate of increase much more rapid than it is at present.

17,372. Hitherto, of course, the organised science schools have been as it were, only commencing; they have only been in existence for a very few years I think, at any rate on their present basis?—Just so, and every year, latterly, we have had a steady increase in their numbers.

17,373. But is it not likely that in view of what I have said, and in view of what is likely to come, the rate of increase may be very much greater than it has been. We are looking forward to a new state of things altogether—to the establishment of a system of Secondary Education. What is there to hinder the number of organised science schools increasing, not in the proportion in which they have increased, but by leaps and bounds in the future; and may not the money which must be given under your system be doubled, or trebled, or even more than that?—There does not seem any reason why the rate of increase should be much greater than it has been latterly.

17,374. Not even supposing the existence of a new system of secondary schools?—I do not know about that.

17,375. I am looking forward to that?—I am afraid I could not form any opinion until I knew what the new system of secondary schools was.

17,376. I put it to you, supposing it lay with the local authorities to establish such schools, might not your grant become very much larger?—If the local authorities received State aid to establish secondary schools, and they were allowed to claim our grants as well, I am pretty confident that the rate of increase would be very greatly accelerated. But then, if such a system were introduced of giving aid to local authorities for establishing secondary schools, I think it would be necessary for the Department to overhaul its regulations, and make them in accord with any system which was instituted.

17,377. But assume for the moment that the local authority did not obtain State aid, but local aid; would not then the demand upon your Department become even more serious?—If it is a question of their raising rates I do not think it would, because I do not think there is any burning desire to increase the rate at present.

17,378. But if it were found necessary to provide these schools, and if no other State aid was given, would not the pull upon your Department become necessarily greater?—If it became greater in consequence of some other form of aid which was given to secondary schools, I think the Department's system would have to be modified.

17,379. Then, in fact, you do not look forward to any very great increase in your grants for the scientific instruction given in the country. Is that so?—No. There is another point which has not arisen before. If you look at it from the point of view of grants, I do not think that the change will greatly accelerate the rate of increase of grants, because the mere fact of a school becoming an organised science school does not necessarily imply an increase of grant. It may very likely have been already obtaining grants under the other rules for science or art instruction, so that it would be really only a transfer from one form of grant to another. These

modified rules may lead to some schools, which are now receiving grants for ordinary classes under the ordinary rules, organising those classes into an organised science school, but that need not necessarily lead to any increase of expenditure; they would simply be receiving the aid under one form instead of under another.

17,380. Can you tell us approximately what is the amount of aid now given to the classes to which you refer, that is to say, classes for boys in day schools not being organised science schools?—I am sorry to say I cannot give you that. We have never got that out in any form.

17,381. Is it a large amount or a small amount compared to the rest of the grant?—I should say small in comparison to the rest of the grant. I mean not half or anything like that.

17,382. Do you think that is a satisfactory part of the work of the Department?—Yes, I think so—very.

17,383. Independently I mean of the evening class arrangements for artisans or adults—independently of the organised science schools—do you think the amount of science instruction given and rewarded by money grants in schools in the daytime is a valuable portion of your work?—I think so, that is to say, that schools which are not in a position to take the organised science school course have done, I think, very good work in taking the limited specific courses.

17,384. Are these courses, then, not anything more than merely separate classes—individual classes?—Yes, teaching, say, chemistry alone.

17,385. They can take chemistry alone, or physics alone?—They can take chemistry alone, or physics alone, or chemistry and physics.

17,386. Do you think the time has come when this system of separate classes might be left to the work of the localities?—I think they would die if left to the localities, in many cases. I think, in many cases, where good work is being done now it would cease altogether.

17,387. In the schools I am speaking of?—Yes, I think so. Of course it is a difficult question to give an opinion offhand, but that is my feeling that in a great number of places where good work is being done now it would lapse altogether if our aid was withdrawn.

17,388. I suppose your directory contains a list of the schools of the kind to which I refer?—I do not know that. Of course it would be easy to make out a list of schools which are day schools, distinguishing those which are not organised science schools. But those that were not organised science schools might be giving more or less complete courses of instruction under the ordinary rules of the directory.

17,389. (*Chairman.*) That is contained, I think, in Return B. which you have already made?—Yes, but that is not complete. That return I may say was made on a mistaken idea of what was wanted. It was restricted to secondary schools. You do not want to restrict it to secondary schools to meet Sir Henry Roscoe's point. It is only necessary to take the Calendar and to write against the school "Day" or "Evening" or "Day and Evening," and that would give you the information on that point.

17,390. (*Sir Henry Roscoe.*) Does your Return B. give what I was asking for?—This is a list of the organised science schools, and annexed is a list of secondary schools, that is to say, endowed schools which have both day and evening classes. Then there are a number of other schools which are not included in this list in which day instruction may be given.

17,391. And to which money is paid by your Department?—Yes, that is so.

17,392. Would it be possible to complete that list by giving the number and names of those schools, or the number of the schools that are not mentioned in that list?—Yes.

17,393. (*Mr. Cockburn.*) It is all given in the report?—But in many cases the institutions which have day classes have also night classes, and we do not differentiate them *quâ* the payments.

17,394. Sir Henry Roscoe wanted to know the difference between the grants you paid in day schools and night schools or both apart from organised science schools, and that your report enables us to find?—Certainly, if you take both day and evening together, but it does not differentiate the day from the evening.

17,395. (*Sir Henry Roscoe.*) Now you told us that exceptions are made in the case of endowed schools in which the endowment is upwards of 300*l.* a year. Can you tell me whether you have had any, and if so, how many cases in which schools have been refused?—That is contained in the memorandum that I have put in.

17,396. (*Mr. Lyttelton.*) I think you said that in the event of any excessive increase in the grant under a new state of things the Department would be obliged to modify its regulations. What sort of modification would that be; would it be in the direction of extra stringency with regard to the teaching of science or conditions concerning the other sources of emolument that the school has?—It is rather difficult to answer that question, because so much would depend upon the new conditions which rendered an alteration of our rules necessary. If those new conditions were a grant from other sources for secondary instruction we should have to make such restrictions in our rules as would prevent an overlapping of grants.

17,397. In any case you do not look forward, then, to an indefinite increase in the grant that you make?—Oh, no.

17,398. (*Dr. Wormell.*) There is just one question I should like to ask you on the proportion of the two parts of the curriculum in schools. Thirteen hours is a minimum, I understood you to say?—Yes.

17,399. Suppose in a school there were 25 hours of study per week; there would be 13 hours to science as a minimum and 12 to literary subjects?—There must be two hours for manual instruction according to our rules.

17,400. As well as the 13?—As well as the 13.

17,401. Thirteen hours to science proper, two hours to manual instruction, and then ten hours for literary subjects?—Thirteen hours to instruction in science and art subjects, and not less than ten hours for the other subjects, including two hours for manual instruction.

17,402. (*Dr. Fairbairn.*) And religious instruction?—Religious instruction is not included in those times.

17,403. (*Dr. Wormell.*) Suppose in another school where less time is given to recreation there were 30 hours given to study, would the 13 hours still be required for science and no more, or would you wish the proportion maintained?—No, as the rules stand they would have qualified if they gave the 13 hours. That is the irreducible minimum.

17,404. Then they might have 15 hours out of 30 to devote to literary subjects and religious instruction?—They might.

17,405. I wanted to know whether this was an absolute minimum or whether you had a notion of proportion in the matter?—No, it has not been suggested that there will be any proportion.

17,406. Referring to what you said about the classes in schools which contain organised science schools suppose that 20 per cent. of a school formerly met your regulations as regards the proportion of time given to science: that portion of the school might constitute the organised science school, and receive a larger grant than it could obtain by the old plan of simply sending its pupils for the May examination separately?—Yes, I think possibly the aid would be rather larger than in separate classes, but it would not be larger, so far as we are able to estimate, than under the present organised school rules.

17,407. Now, by your new regulations taking account of the recognition of literary instruction, another 20 per cent. of the same school might come in, so that there would be 40 per cent. altogether. That will increase your organised science school in the same institution. Is not that so?—There must not be 20 per cent. taking the organised science part and another, 20 per cent. taking only the literary side; they must have both.

17,408. I mean, now you have enlarged your regulations to admit a larger proportion of the school: another 20 per cent. may come in, making altogether 40 per cent. of the school for the organised science school. I want to know whether that will not increase the grant in spite of the fact that some of those 20 per cent. forming the last contingent previously received some grant on individual examination?—Of course if more students come in and are paid upon, unquestionably the grant will be increased. As I tried to point out, from year to year the number of organised science schools has been steadily increasing, and I thought that possibly under the new rules that rate of increase might be augmented, but I do not think (and this is the best opinion we have been able to form) that the rate of increase will be very rapidly augmented.

17,409. Nor is it your opinion that the rate of increase in the fraction of any given school, which is called the organised science school, will be great?—No, I do not think so. Of course there may be special circumstances in some cases, which may enable them to send in just a few more, but I do not think it will be any appreciable difference.

17,410. (*Dr. Fairbairn.*) So far as anything like an abnormal growth in organised science schools is concerned, that will be affected by two considerations; where they are going to be founded for the education of the industrial classes, will not your limitation that no child can be admitted to an organised science school until he is in Standard VII., be one cause for keeping down the numbers of organised science schools. Is not that what you would expect? You do not anticipate any very large growth?—We do not say that he must be in Standard VII. The old rule referred to those "who have received an education equivalent to that set out in "Standard VII." That is modified into "who have received such an "education as would fit them to be put into Standard VII." That is the class, we say, of student for which this organised science school is fitted, but we do not say that nobody is to be admitted into the organised science school until he has passed Standard VI. in an elementary school, nor up to the present time has any entrance examination been instituted. Many boys may be admitted into the organised science school who have not been to an elementary school at all.

17,411. You said, in answer to a previous question, that you do not anticipate any very great growth in the number of organised science schools?—Just so.

17,412. They may go on growing as they have been growing for the last few years, but it will continue to be in a normal and regular kind of fashion?—I see your point now—that there is not a sufficient *clientèle* for the organised science school—that is, that the number of boys who are brought past Standard VI. in an elementary school, and who are prepared to remain at school, is at the present time very limited. From that side, it seems to me impossible that there can be any very rapid or abnormal growth in organised science schools.

17,413. Now, from the other side, your conditions with regard to parents' income, and with regard to endowments, will also restrain anything like an abnormal development of organised science schools apart from the elementary school class?—You mean from the class of existing endowed schools?

17,414. Yes?—I think it is quite possible that as time goes on, a considerable number of the minor smally endowed grammar schools may think it worth while to fit themselves to be organised science schools, but

I do not think that that will be a very rapid action, not much more rapid than has been going on lately.

17,415. I quite agree with your feeling in this matter; I only wanted to have it made clear what your reasons were. But the smally endowed grammar schools who do not carry their curriculum very much further than what is equivalent to Standard VII., could not very well have an organised science school within these limitations?—No, they will have to go to the expense of fitting up laboratories, and workshops, and so on.

17,416. But, apart from that, the very first year of a boy or girl must be in Standard VII., or equivalent to Standard VII., the same as for anybody else?—Yes, I was contemplating rather the grammar schools which are above the highest standard of the ordinary elementary school.

17,417. But, with regard to many of the small grammar schools to which you refer, who would, perhaps, be tempted to become organised science schools in order to get the grant, is their educational curriculum really of such a class as to be very much beyond Standard VII.?—I do not think the number is large, and that is one of our reasons for not expecting that the rate of increase will be very much accelerated.

17,418. Then coming to section 17 of these new rules, do you not rather apprehend that you will absolutely close organised science night schools. It seems to me you will. You almost demand there a perfect attendance before you will pay any grant. 60 attendances is about a perfect attendance in a night school?—Well, it is no more than we ask now—not so much.

17,419. And then you add to that also rather heavy conditions as to the subjects to be taken, and I confess the feeling that I have encountered is that this will practically put an end to organised science night schools?—Oh, no, the conditions are easier than they were, somewhat—not very much, but they are easier. The old night class will go on as before. This is a specific additional payment for an organised science night school.

17,420. To try to induce the formation of organised science night schools?—Yes, and we hope we have given some encouragement; but as a matter of fact, it is not very probable that these organised science night schools will increase very largely. They are for adults; and adults go to the school to learn what they want and what they like; they will not go through a course that is laid down for them. Therefore there is sure not to be any very great increase in this direction.

17,421. (*Dean of Manchester.*) Still, will not this act almost in a prohibitory direction? Considering the number of hours that these men are able to give in attendance, considering that they are at work, and considering that they come to this school in their spare hours, is it not a very heavy order indeed to impose upon them that they shall be compelled to take all the subjects which are stated on this page to be obligatory?—But they need not. They have only got to attend an ordinary night class and not an organised one, and they will have all they want. I think there must be some misapprehension. This does not prohibit anything. This is an extra reward for doing something beyond the ordinary. It is no use curtailing those conditions, because then you would come down to the ordinary science class. This is something extra for doing something better.

17,422. (*Dr. Fairbairn.*) I think you have said that the limit of endowment that must not be exceeded if a grammar school is to be recognised as an organised science school is 300*l.* a year?—No. I am afraid I have not made myself clear if that was the impression I conveyed. There is no limit. All that the rules of the directory laid down is this: "The grant "of payments on results in an endowed school, the endowment of which, "applicable to the general maintenance of the school, exceeds 300*l.* a "year, or in which the education is wholly or principally provided for by "endowments, must be the subject of special reference to the Depart-"ment; each case being considered on its own merits." Then I said further that all the action that the Department has hitherto found it

necessary to take under that rule has been that where the school had an endowment of more than 300*l.* a year, we have not allowed them to obtain payment on the instruction of their students in stages 1 and 2 of mathematics. Of course, if some very highly endowed school were to ask for the grants from the Department, it might be necessary to make some further restriction, but hitherto for the schools that have applied it has not been necessary to make any restriction beyond what I have already stated.

17,423. In the list of organised science schools I find Bradford Grammar School in Yorkshire, the Queen Elizabeth Grammar School at Mansfield and the Bablake School at Coventry, all of which are very highly endowed schools, especially the two latter, and they appear as organised science schools?—I have no information with me as to the amount of their endowments, or how much is applicable to instruction.

17,424. I should like to know in what way you estimate the endowment—whether it is on the whole school or only on that part which is devoted to science or to modern subjects?—They make a return to the Department of the amount of their endowment and the way in which it is applied. In some cases the endowments go largely to almshouses, and that sort of thing. We only consider that portion which is applicable to instruction—to the payment of teachers. Taking the case of the Bradford Grammar School, they have 358 students under instruction in the organised science school in science, and 458 in art. They have both day and evening instruction, and they are not allowed to earn payments on account of the instruction of those students in elementary mathematics. That is the only restriction that has been put upon them.

17,425. Then, in the case of estimating the endowment, for example, of some of the other schools, one of which I see has 12, another one 100, and another 2,000, or more, do you take the endowment on the entire school, or only on that part which is set aside to the teaching of science?—The endowment on the whole school—that portion of the endowment which is applicable to instruction, whether in the whole school or in the organised science school. We do not differentiate between those two.

17,426. So that a highly endowed school is, as a rule, considered ineligible for your grants as an organised science schools?—No; the only restriction, as I have said, that we have hitherto placed is in their receiving payments on account of elementary mathematics, but, as a matter of fact, the highly endowed schools do not ask to come within these regulations. I have not looked up the specific cases to which you refer, and I do not know what their endowments are.

17,427. (*Chairman.*) I think you have made it quite clear what the practical effect of this rule has been; that in certain cases where the Department were satisfied that the endowments were above 300*l.* a year, they had refused to give any grant for the elementary stages of mathematics, but, with that exception, that paragraph had not been put into operation.

17,428. (*Dr. Fairbairn.*) With that exception, any endowed school in the country can be qualified as an organised science school?—No; it would have to be considered on its merits when it applied, but I do not say that it would only be restricted in that way. Let me give this as an illustration: St. Paul's School takes our examinations every year, but it makes no claim for payment on results. If St. Paul's was to say, "We "are going to claim payments on results," then it would be a matter for consideration what further restriction beyond the cutting off of the elementary mathematics it would be necessary to impose, and the rule reserves entire power to the Department to treat each school on its merits.

17,429. But it remains with the school to determine whether it will apply for recognition or not?—Certainly.

17,430. What precisely is covered by "literary subjects"?—I think we have specified it as far as necessary. We require one foreign modern

language as one portion of the literary instruction. I think it would be understood as the general literary instruction of a school of that nature.

17,431. Is it literary or linguistic?—Both.

17,432. (*Mr. Cockburn.*) But your Department does not interfere, does it, with the literary curriculum of the school?—If it is an organised science school it will in future.

17,433. What—the whole course as fully defined as the scientific course?—No, we do not define it, but we say it must contain that amount.

17,434. (*Dr. Fairbairn.*) And then inspectors are to have regard in future to literary subjects?—Yes, and they may call in the assistance of Her Majesty's Inspector of Schools to aid them.

17,435. (*Chairman.*) Do I understand that your Department approve the time table as regards literary instruction as well as the purely scientific course?—Yes.

17,436. In the first instance?—Yes.

17,437. And then your inspector, when he pays his visit to the school, satisfies himself that the literary instruction is efficiently given?—Yes.

17,438. (*Sir John Hibbert.*) I understand, from your replies to former questions, that these new rules for organised science schools are meant to supplement rather than take away any classes of science schools?—That is so. At the present moment we have a set of rules for organised science classes, and these new rules are simply a modification of the existing rules, making literary instruction more distinctly necessary than it has been up to the present time.

17,439. These are amendments of the old rules?—That is so.

17,440. And they do not interfere in any way with the provision for science classes?—Not in the least. A class may go on simply as a class or classes. There are several schools, where a great deal of scientific instruction has been given, which have not cared to take the organised science school course, but have adopted their own course, and obtained their payments simply under the ordinary rules.

17,441. Did the old rules with respect to the organised science schools include provision for literary or commercial instruction?—No, it was not definitely insisted on. In the current directory, the one under which the classes are now working, the definition was "An organised science school "is one in which the instruction in science is carried on methodically "according to the course specified in section 23; but in preparing the "time-table provision should be made for instruction in those literary "subjects which are essential for a good general education;" but we did not say that any deduction would be made from the grant if that rule was not carried out. Under the new rules the literary instruction is more specifically insisted on, and the minimum time which must be given to it is stated. It must be a minimum of 10 hours, including two hours for manual instruction. I do not know that that is a very happy way of expressing it, but that there must be two hours for manual instruction, and there must be at least eight hours of literary instruction.

17,442. What control have you over the provision of this kind of instruction, in addition to the science instruction?—They have to submit the time-table, and then our inspector, in visiting the school, will see that the time-table is adhered to, and he may examine the school; and if he does feel himself very well qualified in examining in literary subjects he may ask Her Majesty's Inspector to assist him.

17,443. How do you carry out this provision: "That it must be adapted "to students who have received an education equivalent to that set out "in Standard VII." I believe that is now altered to Standard VI.?—"That they must have received an education which would fit them to "enter Standard VII." That is the new form.

17,444. How do you obtain the information that the students have received an education equivalent to that standard?—We do not attempt to obtain it.

17,445. Then what is the advantage of having it in this provision?—In order to show what kind of instruction is to be given in the school, and what class of student it is intended for.

17,446. Still, I suppose if there were no provision made for securing that you should have this particular class of students, any class of students might come in?—But unless he had received an education of that kind, qualifying him, say, to enter Standard VII. of an elementary school, the student certainly could not follow the course of science instruction that is laid down.

17,447. (*Chairman.*) I take it that what your regulation means is, that your inspector will see that in these schools a certain quality of instruction is given?—Yes.

17,448. And the words that follow "instruction" are simply intended to specify what the instruction must be?—Yes; the instruction which is to be given is such as is adapted to a student who has already obtained instruction of a certain degree.

17,449. It does not relate to the individual, but merely to the standard of instruction?—Yes; it says, "course of education in science combined "with literary and commercial instruction adapted to students who have "received such and such an education." If the inspector went into a school and found them giving instruction such as would be required for children in Standard III. or IV., he would report that that was not a proper system of instruction for an organised science school.

17,450. (*Sir J. Hibbert.*) And he visits, I suppose, from time to time; he does not pay an annual visit merely?—Up to the present time, with our staff of inspectors, it has not been possible to visit constantly: in future the inspectors will make several visits in the year.

17,451. That is possibly owing to inspectors residing in the districts?—Yes, and to the great increase in number.

17,452-3. What do you suppose will be the operation financially, so far as the estimates are concerned, of these new rules? Do you expect that it will increase the grant or reduce the grant?—As far as we have been able to estimate, the rate per student in an organised science school under the new rules will be, if anything, rather less than the rate per student under the existing rules. On the other hand organised science schools have under the old rules been increasing steadily and somewhat rapidly; the increase may be slightly accelerated, but we do not think it will be largely accelerated.

17,454. I understand that to be case. Now I want to ask a question with respect to this alteration as to the limit of income. In your Department, as the abatement in the income-tax has been altered from time to time, has it been customary for you to alter your rules with respect to the mode in which payments can be obtained?—Yes. The object is this: the committee have to certify as to the income. If a man says that his income is so much, you cannot verify that, and you cannot ask the income-tax collector to give a certificate as to the man's income; but you can always tell the man, if you have a doubt as to the amount of his income, that he must produce from the income-tax collector a certificate that he has made good his claim to abatement. Therefore it is a great advantage to have the limit the same as the limit of income-tax abatement.

17,455. Is that ever put into operation; is anyone ever required to show that he is exempted?—I believe that is often done by committees. The committees have to certify, and they tell the person, if they are doubtful about him, "You can satisfy us by producing a certificate that "you have made good your claim for abatement."

17,456. (*Chairman.*) But why does that make it necessary to raise the limit from 400*l.* to 500*l.*; because he could produce a certificate showing

the abatement, whatever the limit might be?—No, because I believe the income-tax collector has no right to say what your income is, but he can give a certificate that you have made good your claim to abatement. If it was 400*l.*, he would be certifying to the amount of your income.

17,457. (*Sir John Hibbert.*) But if he substantiated his claim it would be equally good, whether the limit was 400*l.* or 500*l.*?—But the difficulty is to substantiate the amount.

17,458. (*Mr. Cockburn.*) The collector may not give any return, except 500*l.* and below.

17,459. (*Mrs. Bryant.*) Of course the income-tax collector does not know.

17,460. (*Chairman.*) He is not allowed to give any figure.

17,461. (*Sir John Hibbert.*) But he would claim his exemption in just the same way whether it was 400*l.* or 500*l.*?—Certainly he would, but he could not satisfy the committee.

17,462. (*Chairman.*) On what principle was the line of 400*l.* a year originally taken?—Because it was the line of the income-tax abatement.

17,463. But that was taken as a definition of the industrial classes, I suppose, who required this kind of education?—Yes. Of course it is very difficult to take any arbitrary limit, and the income-tax abatement gave a certain reasonable ground; and it had this advantage, that it enabled you to get a certificate in any case of doubt, whereas if your limit is less than the abatement you cannot get a certificate which meets the point.

17,464. But I understand it has now been raised, not as a matter of principle, but purely as a matter of convenience?—On the same principle that it was fixed at 400*l.* before, it is now taken at 500*l.*

17,465. But do you contend that the class with incomes between 400*l.* and 500*l.* require more aid for this kind of education than they did a few years ago; or do you consider that Parliament, in raising the limits of the income tax, has laid down the principle that this class is to be regarded as a class requiring more State aid?—The Legislature, having for certain reasons considered that an income of a certain amount justified an abatement for the income tax, and the Legislature having raised that limit, it seemed to the Lords of the Committee of Council on Education that the same reason would apply as did previously to fixing the limit.

17,466. (*Sir John Hibbert.*) Admitting, as a matter of convenience, that it is advisable to do as you have done here, to alter it from 400*l.* to 500*l.*, would it not be true to say that this is really an extension of these classes to a larger number of people?—Yes, but the numbers are excessively small that will be benefited in this way.

17,467. Why do you say that?—The number of cases in these schools in which the difference between the 400*l.* and the 500*l.* limit would operate would be excessively small; and, on the other hand, the Department has now imposed on the organised science school a restriction which did not exist under the old rules; that is to say, they have to certify for each individual student, whereas formerly we took them *en bloc* as qualified. The one will fully compensate for the other as far as grants are concerned.

17,468. That may be so, but perhaps you are not aware that the increase from 400*l.* to 500*l.* admits a very large number of people—many hundred thousands?—Yes, but if you take the per-centage of those who happen to come into organised science schools, I think it will be found to be excessively small.

17,469. (*Chairman.*) Does your Department give aid to any of the schools which are under the Welsh Intermediate Education Act?—Yes.

17,470. You do not consider yourself in any way precluded from giving them aid, either as organised science schools or otherwise, because they are getting aid from the Treasury in other directions?—We had some

correspondence with the Treasury on that subject, and I cannot remember at the moment how it was decided.

17,471. Perhaps you will give us that information?—I will. I find on reference to the official papers that the question was raised bythe Neath Corporation in 1890, as to whether, if a scheme which they were formulating, with a view to localising one of the schools at Neath, under the Welsh Intermediate Education Act, were carried out, grants upon science teaching would be made to such schools upon the same basis as to ordinary science and art schools. On this some correspondence took place with the Treasury, and it was decided in February 1890 that a return should be made to the Treasury, from year to year, of all grants made by the Science and Art Department to schools under the Welsh Intermediate Education Act, to enable their Lordships to make whatever deductions they considered appropriate in fixing the grant under sub-section 9 (2) of that Act. Subsequently, on the 18th June 1891, there was a deputation to the Chancellor of the Exchequer, consisting of the late Lord Aberdare and others. Mr. Goschen is reported to have replied as follows on this matter: . . . . . "With regard to the second point, that the science "and art grant should be given simultaneously with the grant which you "would derive from the Treasury under the Act, I am not disposed to "give an unfavourable answer." (Cheers.) "I think that there is con- "siderable force in your argument; but there again I must consult with "Lord Cranbrook and the authorities in the Science and Art Department "before I can give any final decision on the point. We do not wish to "take advantage, in the manner suggested, so that you would lose as "much by the withdrawal of the science and art grant as you would gain "by the Intermediate Education Bill. I accept the decision of the "House of Commons, that it was intended that the educational resources "in Wales should be increased by a grant equivalent to the halfpenny "rate. I look upon that as the policy of the Government, and the "Government will be prepared to act loyally up to that general view." . . . . . There are only three organised science schools in Wales at present. They are school board schools, and therefore not under the Welsh Intermediate Education Act.

The witness withdrew.

Adjourned.

APPENDIX.

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APPENDIX No. 1.

Handed in by Miss Woods, of the Maria Grey Training College.
See Question 12,228.

EXTENSION FUND, 13,242*l.* 2*s.* 4*d.*

Abstract from Accounts of the Society, 1887-1894.

	£ s. d.	£ s. d.
Cost of new buildings - - -	11,725 7 11	
Moving and furniture, 1892 - - -	286 2 2	
„ „ 1893 - - -	104 10 0	
„ „ 1894 - - -	78 3 6	
		12,194 3 7
Preliminary and legal charges - -	- - -	181 13 0
		12,375 16 7
New Institution :—		
Deficit on college and school, 1892 -	267 15 7	
„ „ 1893 -	231 13 10	
„ „ 1894 (estimated) - - - - -	384 17 2	
		884 6 7
		13,260 3 2

General Funds Account.

	£ s. d.	£ s. d
Annual deficits on the Maria Grey School and College *made up by the Council and Friends* :—		
Deficit on School to June 1887 - -	1,290 19 4	
„ „ „ 1888 - -	363 19 6	
„ „ „ 1889 - -	240 13 2	
„ „ „ 1890 - -	390 16 10	
„ „ „ 1891 - -	351 16 9	
„ „ Aug. 1892 - -	318 13 2	
		2,956 18 9
(Average loss on school per annum 246*l.* 8*s.* 1¾*d.*)		
Deficit on college to 1890 - -	250 0 0	
„ „ 1892 - - -	226 6 5	
		476 6 5
(Average loss on college per annum 68*l.* 0*s.* 11*d.*)		
N.B.—All subscriptions and donations credited to the college accounts	- - -	3,433 5 2

CONTRIBUTIONS TO THE SOCIETY SINCE ITS FOUNDATION IN 1877.

	£	s.	d.	£	s.	d.
Guarantee fund to start the college (spent)	1,351	7	6			
Guarantee fund to start the Maria Grey School (spent)	1,575	0	0			
				2,916	7	6
Annual subscriptions and donations*	-	-	-	4,542	17	9
Scholarships†	-	-	-	2,426	19	2
Building Fund:—						
Donations	9,059	5	6			
Pfuffer award	4,182	16	10			
				13,242	2	4
				23,128	6	9

Principal's Loan Fund (126*l.*) has been in use since 1883; available balance now 65*l.* 16*s.* 7*d.* 25 students have borrowed; 20 have repaid.

* Annual subscriptions and donations now average 90*l.* a year.
† Scholarship fund now averages 150*l.* a year, including Old Students' Association Scholarship of about 12*l.* per annum.

MARIA GREY TRAINING COLLEGE.

ABSTRACTS OF ACCOUNTS, 1886-1894.

Year.	No. of Students.	Fees per Head, Average.			Cost of each Pupil per Head.									Deficit per Head.		
					Tuition.			House, &c.			Total.					
		£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
1886 - -	53	27	19	4	23	6	0	7	12	6	30	18	6	2	19	2
1887 - -	45	27	10	4	23	8	4	8	8	4	31	16	8	4	6	4
1888 - -	43	27	15	3	24	17	0	9	2	2	33	19	2	6	3	11
1889 - -	49	26	18	9	20	14	0	7	12	3	28	6	3	1	7	6
1890 - -	50	28	7	6	20	17	0	7	8	8	28	5	8		*	
1891 - -	37	27	9	3	27	7	6	11	10	4	38	17	10	11	8	7
1892 - -	45	25	17	8	23	6	2	9	4	0	32	10	2	6	12	6
1893 - -	44	27	3	10	24	13	0	5	3	0	29	16	0	2	12	2
1894 - -	33	26	4	10	30	17	3	7	17	10	38	15	1	12	10	3
														48	0	5
														*plus 1		10
	9)399	245	6	9	219	6	3	73	19	1	293	5	4	47	18	7
Average per student per year.	44⅓	27	5	2⅓	24	7	4⅓	8	4	4⅓	32	11	8⅔	5	6	6⅓

BRONDESBURY AND KILBURN HIGH SCHOOL AND KINDERGARTEN.

ABSTRACTS OF ACCOUNTS, 1892–94

Year.	No. of Pupils.	Fees per Head.	Cost of each Student per Head.			Deficit per Head.
			Tuition.	House, &c.	Total.	
		£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
1892 (one term).	20	3 10 2	10 17 2	6 1 5	16 18 7	13 8 5
1893 - -	76	9 14 8	9 2 4½	2 19 10½	12 2 3	2 7 7
1894 (estimate).	107	9 10 2	7 14 3	2 6 8	10 0 11	0 10 9
	3)203	22 15 0	27 13 9½	11 7 11½	39 1 9	16 6 9
Average per head per annum -	67⅔	7 11 8	9 4 7	3 16 0	13 0 7	5 8 11

APPENDIX No. 2.

Handed in by Miss Lumby and Mrs. Withiel, Association of Assistant Mistresses. See Question 13,044.

A.—Table showing averages for (1) Salaries of assistant mistresses; (2) Number of pupils per teacher; (3) Cost of education and expenditure on teaching, for 26 endowed schools, all numbering more than 100 pupils, and 35 schools of the Girls' Public Day Schools Company, arranged in groups according to expense.

B.—Statement showing range of average salaries, including that of the headmistress, in 34 endowed schools.

C.—Table showing decreasing cost of education with increasing numbers founded on the accounts of the Girls' Public Day Schools Company on an average of the 5 years, 1888–92.

D.—Table showing estimated minimum scale of salaries calculated on the principle of capitation fees, 50 per cent. of the whole cost to be spent on assistants.

A.—TABLE showing Averages for (1) SALARIES of ASSISTANT MISTRESSES; (2) NUMBER of PUPILS per TEACHER, (3) COST of EDUCATION and EXPENDITURE on TEACHING; for 26 ENDOWED SCHOOLS, all numbering more than 100 PUPILS, and 35 SCHOOLS of the GIRLS' PUBLIC DAY SCHOOLS COMPANY, arranged in GROUPS according to Average SALARIES of ASSISTANTS.

Group.	Range of Fees.	Average Salary of Assistant.	=	Average Number of Pupils per Assistant.	×	Average Cost of Assistants per Pupil.	Average Cost of Teaching, including Headmistress, per Pupil.	Average Total Cost of Education per Pupil.	Average Number of Pupils in School.	No. of Schools in Group.
		£ s. d.				£ s. d.	£ s. d.	£ s. d.		
I. A.	18*l.* to 9*l.*	147 2 0		17·66		8 6 8	10 4 6	13 9 8	303	11
I. B.	G. P. D. S. 15*l.* 15*s.* to 12*l.* 12*s.*	113 0 0		13·45		8 8 0	10 8 5	13 5 0	204	35
II.	10*l.* to 6*l.*	112 10 0		23·2		4 16 5	5 18 6	8 6 8	239	7
III.	6*l.* to 3*l.*	84 4 0		29·3		2 17 8	4 2 6	6 17 7	225	8

The cost in each case includes music, which is paid for by an extra fee. The number of pupils per teacher without this extra would be more than in the Table.

The figures for I. B. without extras are:—

I. B.	G. P. D. S.	113 0 0	16·5	6 16 10	8 16 7	11 13 0	—	—

The schools included in this Table are taken at random, not selected in any way. The highest cost is about 20*l.*; the lowest about 3*l.* 10*s.* 0*d.*

B.—Statement showing Range of Average Salaries, including that of the Headmistress, in 34 Endowed Schools.

	£
In 1 school the average salary is -	60
„ 9 schools „ is below	100
„ 8 „ „ „	120
„ 4 „ „ „	140
„ 3 „ „ „	160
„ 2 „ „ „	160
„ 1 school „ „	175
„ 1 „ „ „	185
„ 1 „ „ „	195
„ 1 „ „ „	200
„ 1 „ „ „	210
„ 1 „ „ „	225
Total No. of schools 34	

C.—Table showing decreasing Cost of Education with increasing Numbers, founded on the Accounts of the Girls' Public Day Schools Company on an Average of the Five Years, 1888–92.

Number of Pupils.	100.	150.	200.	250.	300.	350.	400.
Total cost of education in £'s -	£ 1,614	£ 2,110	£ 2,559	£ 3,115	£ 3,609	£ 4,189	£ 4,617
Increment of cost for 50 pupils -	—	496	449	556	494	580	428
Cost per pupil - -	16·14	14·07	12·79	12·46	12·03	11·97	11·54
Cost per pupil in each additional 50	—	9·92	8·98	11·12	9·88	11·6	8·56
„ „ „ 100	—	9·45		10·5		10	
„ „ „ 150	—	10		10			

For this Table the schools are grouped so that the average of each group is 100, 150, &c. Since they are calculated on the average of the five years, and there are 35 schools, the total number of observations is 175. There is, however, only one school of 350 and two of as many as 400.

Interest on capital expenditure is not included.

D.—Comparative Table of Working Expenses, calculated at the lowest possible Cost per Pupil to ensure Salaries to the Teachers on which they can live, in Schools of—

A. 100 pupils at 13*l.* = £1,300	£	B. 150 pupils at 11*l.* = £1,650	£	C. 200 pupils at 10*l.* = £2,000	£	D. 250 pupils at 10*l.* = £2,500	£
Rent	90		100		150		250
Rates, taxes, insurance	35		40		50		85
Repairs	18		20		30		50
Depreciation on furniture	20		25		30		35
Wages	80		90		100		110
Fuel, lighting	30		35		45		50
Printing	10		12		15		17
Library	3		4		5		6
Prizes	15		20		30		35
Miscellaneous	30		40		50		60
Examiners' fees	15		18		20		25
Salaries:—	£	Salaries:—	£	Salaries:—	£	Salaries:—	£
Head mistress	250	Head mistress	250	Head mistress	300	Head mistress	350
5 assistant mistresses	150	7 assistant mistresses	150	8 assistant mistresses	160	9 assistant mistresses	180
	130		130		140		150
	100		120		130		140
	100		100		120		130
	80		100		120		120
Drawing and singing	90		100		100		120
			80		100		115
		Drawing and singing	100		80		100
				Drawing and singing	110		80
						Drawing and singing	120
	900		1,130		1,360		1,605
	1,246		1,534		1,885		2,328
Surplus	54		116		115		172
Total	£1,300		£1,650		£2,000		£2,500

Notes.

(*a.*) Estimates for rent, rates, fuel, and lighting would vary with the locality, but in no case would the rent charged allow for thoroughly satisfactory buildings and playground (*i.e.*, allow for other than makeshift buildings).

(*b.*) No interest has been charged on capital, as the schools have not been treated as worked for private profit.

(*c.*) No allowance has been made for any annual increase in salaries.

Conclusions.

In case	A	the number of pupils must never fall below	100	nor their average annual fee (exclusive of charge for stationery) be less than	£13
,,	B	,, ,,	150	,, ,,	11
,,	C	,, ,,	200	,, ,,	10
,,	D	,, ,,	250	,, ,,	10

APPENDIX No. 3.

Handed in by Mr. C. Martin and Mr. J. Montgomery, representing the Association of Assistant Masters. See Questions 13,091, 13,105, 13,133, 13,149, 13,191, 13,908.

APPENDIX.

A. Analysis of the approved Schemes of the Charity Commission for the Administration of Secondary Schools for Boys, up to October 1894.

B. Tables compiled from the Statements of Accounts obtainable at the Charity Commission.

C. Form for the Return of Financial and other Particulars of Educational and Mixed Endowments.

D. Table showing the Estimated necessary Cost of Maintenance for new Second Grade Day Schools for Boys.

E. Table showing Averages of Salaries, &c. in Endowed Secondary Schools for Boys.

F. Table showing the Yearly Tuition and Boarding Fees in Public Secondary Schools for Boys.

G. Table showing the Academical Qualifications of the Head Masters of Public Secondary Schools.

H. Table showing the Academical Qualifications of the Assistant Masters of Public Secondary Schools.

A.

ANALYSIS of the APPROVED SCHEMES of the CHARITY COMMISSION for the ADMINISTRATION of SECONDARY SCHOOLS for BOYS, up to October 1894.

Number of Schemes	409
Appointment of headmaster; number of cases in which—	
A degree is essential	183
Membership of the Church of England is required	31
Appointment of assistant masters; number of cases in which the appointment is in the hands of—	
The governors	50
The headmaster, subject to the approval of the governors	4
The headmaster	355
Dismissal of assistant masters; number of cases in which the power is given to—	
The governors	50
The headmaster, subject to an appeal to the governors	42
The headmaster, subject to an appeal to the governors if expense has been incurred in setting up a boarding-house	4
The headmaster, subject to the approval of the governors	4
The headmaster	309
Mode of payment of assistant master; number of cases in which—	
Salaries are fixed by the governors	54
An assigned sum is distributed by the headmaster, subject to the approval of the governors	339
An assigned sum is distributed by the headmaster	14
No method is stated	2

B.

TABLES compiled from the STATEMENTS of ACCOUNTS, obtainable at the Charity Commission in October 1894, of ENDOWMENTS devoted in whole or in part to SECONDARY EDUCATION.

INTRODUCTORY NOTE.

The governors of all educational and all mixed endowments are required, in accordance with the Charitable Trusts Acts, to make annual financial returns to the Charity Commission.

The following schools (deriving income from endowment) either return no accounts, or give only the sum total paid from the charity to the school with occasional accounts of special exhibition funds:—Charterhouse, Eton, Harrow, Merchant Taylors, Rugby, Shrewsbury, Westminster, Winchester.

Some schools do not send in returns every year. In the following tables the most recent account available in October 1894 has been taken in each case, and some of the figures contributing to the totals go back as far as 1886.

There is no published official list of secondary endowed schools, but, so far as can be ascertained, the following tables include all endowed secondary boys' schools in England and Wales of which the accounts were obtainable and contained the particulars required.

For the purpose of the return, Form No. 105 is issued by the Charity Commission. In several cases the returns are not complete, and where more than one school derive income from the same endowment it is sometimes impossible to separate the accounts of the different schools.

In consulting the tables the following facts must be borne in mind in connexion with the following headings and sub-headings of Form 105.

Tuition Fees.—The number and the rate are asked for but are often omitted.

Fees Remitted.—The form requires "a statement of number, rate, and "total amount of any fees remitted to be added here, with reference to "clauses of scheme or other authority under which such fees are not "charged," and this amount is sometimes included in the total of receipts.

Other Receipts.—Under this head it is necessary to include all receipts other than those from endowment and fees. Such receipts are in some instances given in one total, in other instances sub-headings are made for hostel; sales of stock, land, &c.; county council or corporation grants; &c.

Rates Taxes, Outgoings, and Expenses of Management.—This applies to the property, &c., from which the endowment is derived as well as to school buildings.

Capitation Payment (to headmaster).—The form asks for the number, rate, and total capitation payments, but the number and rate are often omitted. This sub-heading is the only means of ascertaining from the form the number of pupils in the school. It is assumed in the following tables that a capitation payment is made on every pupil, but this is probably not true in a few cases.

Payments to Assistant Masters.—The number of assistant masters is asked for, but in about half of the returns it is not given. The form makes no distinction between resident, non-resident, and visiting masters. As far as the accounts permit of a distinction being drawn between visiting masters and other masters, no visiting masters are included in the calculation of the average salaries of assistant masters.

Payments for School Plant or Apparatus.—The total given under this head is often very small, *e.g.* (the total expenditure of the school is in parenthesis), 19*s.* (1,987*l.*), 14*s.* 5*d.* (1,360*l.*), 8*s.* 6*d.* (879*l.*), 2*s.* 2*d.* (446*l.*).

Scholarships.—Where the total of fees remitted is included in the total of receipts it is included in the payments under this head.

"*Other Payments.*"—There is no such heading corresponding to "other receipts," and payments for which no provision is made in the form either are given in one total under this head or separate headings are made, where space permits, for investment and repayment of loans, new buildings, hostel expenses, &c.

SUMMARY of RECEIPTS and PAYMENTS taken from STATEMENTS of SECONDARY

Receipts.	Totals.	Per-centage of Receipts.
	£	£
Balances in hand at beginning of accounts -	68,237	7·503
1. From real estate - - - - -	266,102	29·260
2. „ personal estate - - - -	66,650	7·328
3. „ entrance and registration fees - -	5,246	·576
4. „ tuition fees - - - - -	342,254	37·634
5. „ special fees - - - - -	7,698	·846
6. Fees remitted - - - -	2,983	·328
7. Other receipts:—		
Hostel - - - -	42,550	4·678
Sales of stock, land, &c. - -	51,768	5·692
County council or corporation grants - -	7,237	·795
Miscellaneous (including receipts from schools giving no details) - - - -	48,686	5·353
		99·993
Total receipts - -	909,411	
Debit balances at close of accounts	36,023	
Total -	945,434	

ACCOUNTS returned to the CHARITY COMMISSION from 401 ENDOWED SCHOOLS.

Payments.	Totals.	Per-centage of Payments.	
	£	£	
Balances from last accounts	34,253	3·857	
1. Rates, taxes, outgoings, and expenses of management	114,599	12·906	
2. Payments to non-educational purposes	27,840	3·135	
3. Payments in respect of public elementary schools	5,123	·576	
4. Pensions to former teachers or officers	8,538	·961	
5. Contributions to pension or superannuation fund	1,541	·173	
6. School expenses:—			
Payments to headmasters:—			
Fixed stipends £47,286			
Capitation payments £96,892			
	144,178	16·237	
Payments to headmasters and assistant masters where the salaries are inseparable	4,535	·510	
Payments to assistant masters	239,802	27·007	
Payments for school plant or apparatus	18,985	2·138	51·605
Examination expenses	6,657	·749	
Cost of prizes	4,276	·481	
Payments for repairs and care of school buildings	36,820	4·146	
Payments to repairs and improvement fund	2,995	·337	
7. Scholarships	26,164	2·946	
8. Exhibitions	16,138	1·817	
9. Payments to girls' schools	27,903	3·142	
10. Investments and repayment of loans	38,753	4·364	
11. New buildings	39,726	4·474	
12. Hostel expenses	49,254	5·547	
13. Other payments (including payments by schools giving no details)	39,844	4·487	
		99·990	
Total payments	887,924		
Balances in hand at close of accounts	57,510		
Total	945,434		

EXPENDITURE on Ten ENDOWED SECONDARY SCHOOLS for BOYS, with an average of about 100 Scholars, showing the Cost of Education per Head; compiled from Statements of Accounts returned to the Charity Commission.

Note 1. The 10 schools are:—

Bath, King Edward's School.
Chesterfield, Grammar School.
Loughborough, Grammar School.
Louth, King Edward VI.'s Grammar School.
Lucton, Pierrepont's School.
Morpeth, Grammar School.
Peterborough, Deacon's School.
Pocklington, Grammar School.
Stourbridge, King Edward VI.'s Grammar School.
Wotton-under-Edge, Berkeley's Grammar School.

2. Of schools giving complete returns the above 10 are the nearest to 100 in the number of pupils on whom capitation payments were made.

3. The items of school expenditure taken are those given under the head of "School expenses" in Form 105, with "Rates, taxes, outgoings, and expenses of management," and "Pension or superannuation fund."

4. There is not a sufficient number of schools of 200 or 300 giving complete returns for the compilation of similar tables.

	Total for the 10 Schools.	Average per School.
Number of Pupils on whom Capitation Payments were made.	1,041	104·1
	£	£
Receipts—		
From endowment	8,862	886·2
„ fees	5,595	559·5
„ county council or corporation grants	0	0·0
Other receipts	1,192	119·2
Total receipts	15,649	1,564·9
Payments—		
Salary of headmaster	4,175	417·5
Salaries of (43) assistant masters	4,597	459·7
School plant and apparatus	233	23·3
Examination expenses	178	17·8
Cost of prizes	111	11·1
Repairs and care of school buildings	689	68·9
Repairs and improvement fund	159	15·9
Pension or superannuation fund	0	0·0
Rates, taxes, outgoings, and expenses of management	2,855	285·5
Total payments	12,997	1,299·7

	£	£
Cost of education per head	12.48	
Range of cost of education in the 10 schools	4·83 to 18·53	

ANALYSIS of SALARIES of HEADMASTERS of ENDOWED SECONDARY SCHOOLS compiled from STATEMENTS of ACCOUNTS returned to the CHARITY COMMISSION.

Salary.			Number.
	£	£	
Over		2,000	3
Between	1,900 and	2,000	2
„	1,800 „	1,900	2
„	1,700 „	1,800	1
„	1,600 „	1,700	1
„	1,500 „	1,600	0
„	1,400 „	1,500	2
„	1,300 „	1,400	0
„	1,200 „	1,300	3
„	1,100 „	1,200	3
„	1,000 „	1,100	3
„	900 „	1,000	1
„	800 „	900	5
„	700 „	800	11
„	600 „	700	20
„	500 „	600	20
„	400 „	500	40
„	300 „	400	79
„	200 „	300	73
„	100 „	200	72
Under		100	20
Total			361

	——	Average.
	£	£
Fixed stipends	47,286	—
Capitation payments	96,892	—
Total	144,178	399·385

AVERAGE SALARIES of ASSISTANT MASTERS in ENDOWED SECONDARY SCHOOLS, compiled from STATEMENTS of ACCOUNTS returned to the CHARITY COMMISSION.

Number of Schools.	Number of Assistant Masters.	Total Salaries.	Average.
	£	£	£
10 (first grade schools)	251	60,936	242·77
190 (other schools; first and second grade).	899	94,567	105·19
Total 200	1,150	155,503	135·22

Note 1.—Of 401 statements of accounts examined, the number of assistant masters was given in only 200 instances.

„ 2.—As far as the accounts permit of a distinction being drawn between visiting masters and other masters, no visiting masters are included in the above Table.

„ 3.—The accounts afford no means of distinguishing between resident masters and non-resident masters.

„ 4.—The range of salaries is from 787*l.* downwards.

C.

Form for the Return of Financial and other Particulars of Educational Endowments and Mixed Endowments.

Introductory Note.

The Governors of all educational and all mixed endowments are required, in accordance with the Charitable Trusts Acts, to make annual financial returns to the Charity Commission: for which purpose a Form (No. 105) is issued by that Commission.

The following form differs from that issued by the Charity Commission, mainly in (1) drawing a sharper distinction between money spent on educational purposes and that spent on non-educational purposes; (2) showing clearly the financial condition of each school when two or more schools derive income from the same endowments; (3) some consequent re-arrangement; (4) the introduction of much new matter and a few different terms; (5) the addition of a non-financial part.

The following form includes everything in Form No. 105. All additional matter and all new terms are in italics.

STATEMENT of the ACCOUNTS, *and of the Particulars of the Schools*, of the Charity called _____

_____

_____

in the Parish of _____

in the County of _____

of which the following Persons are the Governors, viz.:

State names, addresses, and occupations.

and of which the following Person is the Clerk, viz.:—

State name, address, and occupation.

For the Year ending on the 31*st* day of *December* 189·

ENDOW-

REAL ESTATE (LANDS, HOUSES,

Description.	Acreage. A.	R.	P.

RENTCHARGES or other

Description of Property in respect of which Payment is made.

PERSONAL ESTATE, MORTGAGES, or

Description.	£	s.	d.

MENT.

&c.), whether Let or in Hand.

Name of Tenant.	For what Term leased or held.	Gross Income. £	s.	d.

PERIODICAL PAYMENTS.

Name and Address of Owner of Property.	Name and Address of Person from whom the Payment is received.	Amount. £	s.	d.

other SECURITIES for MONEY.

Names and Descriptions of Stockholders, or Persons in whom Securities are vested.	Gross Income. £	s.	d.

Receipts and Payments of the

Date.	Receipts.	£	s.	d.	£	s.	d.
	Balance in hand at beginning of account.						
	1. *Income from endowment*:— Real estate - - - *Rentcharges* - - Personal estate - -						
	2. *Donations* - - - *Specify in detail.*						
	3. *Loans* - - - - *Specify in detail.*						
	4. *Sale of land, consols, stock, &c.* *Specify in detail.*						
	5. *Repairs and improvement fund, for property not in the occupation of the Schools.*						
	Amount carried forward -						

General Account of the Charity.

Date.	Payments.	£	s.	d.	£	s.	d.
	Balance from last Account -						
	1. Expenses of management *of the Charity*:— *Salary of clerk* - - *Payments to other officers* *Postage, stationery, &c.* - *Advertisements* - - *Law expenses (ordinary)*						
	2. Pensions to former officers, naming each.						
	3. Rates, taxes, *insurance*, repairs, and outgoings (*on property not in the occupation of the schools*).						
	4. Non-educational purposes - *Specify in detail.*						
	5. *Investments made during the year.* *Specify in detail.*						
	6. *Loans*: *Repayment* - - - *Interest* - - -						
	7. Repairs and improvement fund						
	8. *Extraordinary expenses* - *Specify in detail.*						
	Amount carried forward						

Receipts and Payments of the

Date.	Receipts.	£	s.	d.	£	s.	d.
	Amount brought forward -						
	6. Other receipts - - - *Specify in detail.*						
	Total - -						
	Debit balance at end of account -						
	Total - - -						

General Account of the Charity.

Date.	Payments.	£	s.	d.	£	s.	d.
	Amount brought forward -						
	9. *New school buildings or extensions.*						
	10. Payments in respect of public elementary schools, *naming each.*						
	11. *Total payments to secondary schools, naming each.*						
	12. *Other payments Specify in detail.*						
	Total - -						
	Balance in hand at end of account						
	Total - -						

STATEMENT of all MONEYS owing

Statement of all Moneys owing to the Charity.*	£	s.	d.
Total - -			

* In the case of arrears of rent,

Repairs and

Date.	*Receipts.*	£	s.	d.
	Balance in hand at beginning of account - -			
	Dividends on l. Government stock - -			
	From general account of the Charity - -			
	Total - -			
	Debit balance at end of account - - -			
	Total -			

to or from the CHARITY.

Statement of all Moneys owing from the Charity.	£	s.	d.
Total - -			

state each holding separately.

Improvement Fund.

Date.	*Payments.*	£	s.	d.
	Balance fro last account - - - -			
	To general account of the charity for repairs and improvement of property not in the occupation of the schools - - - -			
	To accounts of secondary schools, naming each -			
	Total - -			
	Balance in hand at end of account - -			
	Total -			

Secondary

Name of School _____

In the Parish of _____ *In the County of* _____

Date.	Receipts.	£	s.	d.	£	s.	d.
	1. *From the general account of the Charity.*						
	2. *From the repairs and improvement fund.*						
	3. *Grants from county councils, corporations, and other bodies.*						
	4. *Grants from the Science and Art Department.*						
	Amount carried forward -						

School Account.

State whether for boys or girls _____.

Date.	Payments.	£	s.	d.	£	s.	d.
	1. *Salaries*:—						
	Headmaster or headmistress -						
	Fixed stipend at *l.* a year.						
	Capitation payment—						
	For scholars, at *l.* a year each.						
	For scholars, at *l.* a year each.						
	Assistant masters or *assistant mistresses*, showing the yearly rate of payment to each:—						
	Resident (i.e., *living on the school premises*).						
	Non-resident - -						
	Visiting (i.e., *engaged at the school for less than half the teaching hours of the school*).						
	Drill, gymnastic and swimming instructors.						
	Amount carried forward -						

Secondary

Date.	Receipts.	£	s.	d.	£	s.	d.
	Amount brought forward						
	5. Entrance and *registration* fees:— For scholars, at *l.* *s.* *d.* each For scholars, at *l.* *s.* *d.* each -						
	6. Tuition fees, general:— 1st term:— For scholars, at *l.* *s.* *d.* each -						
	2nd term:— For scholars, at *l.* *s.* *d.* each -						
	3rd term:— For scholars, at *l.* *s.* *d.* each -						
	7. Special fees, and for what purposes:— For scholars at *l.* *s.* *d.* each -						
	Amount carried forward -						

School Account.

Date.	Payments.	£	s.	d.	£	s.	d.
	Amount brought forward						
	2. Contributions to pension or superannuation fund *on behalf of*—						
	Headmaster or headmistress - -						
	Assistant masters or Assistant mistresses -						
	3. School buildings:—						
	Rates, taxes, *and insurance*						
	Care of school buildings -						
	Water, gas, coal, &c. -						
	Repairs - - - -						
	4. *School appliances:*—						
	Books and stationery -						
	Laboratory - - -						
	Library - -						
	Printing - - -						
	Fittings, furniture, and repairs thereto - -						
	Other school plant and apparatus - - -						
	5. Examination expenses - -						
	6. Cost of prizes - - -						
	7. *School functions:*—						
	Prize-day - - -						
	Concerts, lectures, &c.						
	8. *Athletics:*—						
	School games - -						
	Gymnasium - -						
	Swimming bath - -						
	Amount carried forward -						

Secondary

Date.	Receipts.	£	s.	d.	£	s.	d.
	Amount brought forward						
	8. Fees remitted. Statement of number, rate, and total amount of any fees remitted, with reference to clauses of scheme or other authority under which such fees are not charged - - -						
	9. *Exhibition fund* :— *Specify in detail.*						
	10. *Hostel fees* :— *For boarders, at l. s. d. a year each - - - For boarders, at l. s. d. a year each - - -*						
	11. *Boarding fees* :— *Headmaster or headmistress Assistant masters or assistant mistresses -*						
	12. Other receipts :— *Specify in detail.*						
	Total -						

School Account.

Date.	Payments.	£	*s.*	*d.*	£	*s.*	*d.*
	Amount brought forward						
	9. Scholarships (*held at the school*) or like payments for the benefit of individual children, described in each case by reference to clause of scheme or other authority under which they are maintained: For scholars, at *l. s. d.* each, under authority of For scholars, at *l. s. d.* each, under authority of						
	10. Exhibitions (*not held at the school*), described in each case by reference to clause of scheme or other authority under which they are maintained: For exhibitioners, at *l. s. d.* each, under authority of - For exhibitioners, at *l. s. d.* each, under authority of -						
	11. *Hostel*:— *Salaries* - - - *Maintenance* - - *Sanatorium* - - -						
	12. *Boarding fees*:— *Headmaster or headmistress* *Assistant masters or assistant mistresses* - -						
	13. *Other payments*.— *Specify in detail.*						
	Total -						

Pension or Superannuation Fund.

Receipts.	£	*s.*	*d.*	*Payments.*	£	*s.*	*d.*
Balance in hand at beginning of account -				*To masters or mistresses, naming each*			
Dividends on £ *Government stock* -							
From account of school, on behalf of the following masters or mistresses, naming each - -							
Contributions from masters or mistresses, naming each -							
Total -				*Total* -			
Debit balance at close of account - -				*Balance at end of account* - -			
Total -				*Total* -			

I (or we) hereby certify that the foregoing statements are correct.

Governors.

Dated this day of 189 .

Audited and found correct.

Chartered accountant.

Dated this day of 189

Non-Financial Particulars of Secondary School (for the Year ending on the 31st day of December 189).

1. *Number of scholars for whom there is class accommodation* -
2. *Average number of scholars present per term* - - -
3. *Leaving age as fixed by scheme* - - - - -
4. *Average number of scholars present per term of the following ages at the commencement of term:—*
   - *Less than 8 years of age* - - - - -
   - *8 years of age* - - - - - -
   - *9 years of age* - - - - - -
   - *10 years of age* - - - - - -
   - *11 years of age* - - - - - -
   - *12 years of age* - - - - - -
   - *13 years of age* - - - - - -
   - *14 years of age* - - - - - -
   - *15 years of age* - - - - - -
   - *16 years of age* - - - - - -
   - *17 years of age* - - - - - -
   - *Over 17 years of age* - - - -
5. *Number of scholars on whose behalf no tuition fees are received:—*
   - *From Public Elementary Schools* - - - -
   - *From other schools* - - - - - -
6. *Number of boarders on whose behalf no boarding fees are received:—*
   - *From Public Elementary Schools* - - - -
   - *From other schools* - - - - - -
7. *Number of scholars whose fees are paid in whole or in part by county councils or other public bodies* - - - -
8. *Total of such fees (No. 7) to the nearest pound* - - -
9. *Accommodation for boarders in school buildings:—*
   - *Hostel* - - - - - - -
   - *Headmaster's or headmistress' house* - - - -
   - *Assistant masters' or assistant mistress' house* -
10. *Average number of boarders per term:—*
    - *Hostel* - - - - - - - -
    - *Headmaster's or headmistress' house* - - - -
    - *Assistant masters' or assistant mistresses' houses* - -
11. *Names of the staff, giving in each case the degree and university:—*
    Headmaster or headmistress,

    Assistant masters or assistant mistresses,

    Visiting masters or mistresses (i.e., *engaged at the school for less than half the teaching hours of the school*), *giving in each case the subject or subjects taught:—*

We hereby certify that the foregoing statements are correct,

Headmaster or headmistress.

} *Governors.*

Dated this day of 189 .

D.

TABLE showing the ESTIMATED NECESSARY COST of MAINTENANCE for new SECOND GRADE DAY SCHOOLS of 100, 200, and 300 BOYS.

—	School of 100.	School of 200.	School of 300.
Salary of headmaster (in addition to official residence).	£ 200 (fixed) and 100 (capitation).	£ 250 (fixed) and 200 (capitation).	£ 300 (fixed) and 300 (capitation).
Salaries of assistant masters - -	600 (4)	1,400 (7)	2,200 (11)
*Salaries of peripatetic masters -	100	100	—
†Superannuation fund - -	100	195	280
‡School buildings -	150	200	250
Repairs and improvement fun -	50	75	100
§School appliances - - -	75	125	175
Examination expenses - -	10	20	30
Cost of prizes - - -	5	10	15
‖School functions - - -	7	10	15
Cost of maintenance - -	1,397	2,585	3,665

NOTE.—This Table does not include any estimate for (i.) the management of the charity or endowment, (ii.) rates and taxes on the school building, (iii.) physical education (drill, gymnasium, swimming bath, school games), (iv.) maintenance allowance to holders of scholarships, (v.) exhibitions to places of higher education.

* "Peripatetic masters" denotes masters appointed for the purpose of teaching special subjects in a group of schools.

† The "superannuation fund" is 10 per cent. of the salaries of the staff.

‡ "School buildings" includes (1) insurance, (2) care of school buildings, (3) water, gas, coal, &c., (4) repairs.

§ "School appliances" includes (1) stationery, (2) printing, (3) laboratory (4) library, (5) fittings, furniture, and repairs thereto.

‖ "School functions" includes (1) prize day, (2) concerts, lectures, &c.

E.

TABLE showing AVERAGES of SALARIES, &c., in ENDOWED SECONDARY SCHOOLS for BOYS in ENGLAND and WALES, compiled from RETURNS made by MEMBERS of the ASSOCIATION OF ASSISTANT MASTERS in 1894.

	Number of Schools from which Returns were received.	Totals.	Averages per School.
Income from endowment	40	£51,244	£1,281
Income from tuition fees	42	£44,133	£1,051
Number of boys:			
Boarders	31	1,298	42
Day boys	55	6,752	123
Average fees:			
Boarders	10	£384	£38·4
Day boys	21	£141	£6·7
Cost of education per head	25	£320	£12·8
Average number in a form	53	1,081	20·4
Number in largest form	51	1,441	28·2
Number in smallest form	51	636	12
Salary of head master	47	£20,960	£446
Total salaries of assistant masters:			
Resident	22	£3,413	£155
Non-resident	43	£31,257	£727
Visiting	26	£1,675	£64
Number of assistant masters:			
Resident	22	58	2·6
Non-resident	45	233	5·18

Average salary of assistant master:—
Resident, £58·8.
Non-resident, £134·2.

NOTE.—A form for supplying information was sent to every endowed secondary school at which the Association of Assistant Masters has members, and the total number of schools from which returns, complete or incomplete, were received was 57; of these 26 are day schools, 2 are boarding schools, and 29 are day and boarding schools.

F.

TABLE showing the YEARLY TUITION and BOARDING FEES in PUBLIC (ENDOWED and PROPRIETARY) SECONDARY SCHOOLS for BOYS in ENGLAND and WALES, compiled mainly from SCHOOL PROSPECTUSES issued in 1894.

Note 1. From the following table are excluded (i.) schools charging no fees, (ii.) 31 schools in which the total charge for board and tuition (average 56·129*l.*) is not separable, (iii.) schools from which no information has been received.

2. Any additional uniform charge which appeared to be of a compulsory character (*e.g.*, for library, school games, medical attendance, laundress) has been included.

3. For this and the following tables an endeavour was made to obtain particulars from all public secondary schools.

Tuition Fees.

Number of schools		459
Number of schools at which the yearly tuition fee—		
Exceeds 20*l.*	38	
„ 16*l.* but not 20*l.*	20	
„ 12*l.* „ 16*l.*	38	
„ 8*l.* „ 12*l.*	117	
„ 5*l.* „ 8*l.*	176	
Does not exceed 5*l.*	70	
Average yearly tuition fee (of the 459 schools)		10·762*l.*

Boarding Fees.

Number of schools		337
Number of schools at which the yearly boarding fee—		
Exceeds 60*l.*	27	
„ 50*l.* but not 60*l.*	40	
„ 40*l.* „ 50*l.*	81	
„ 30*l.* „ 40*l.*	132	
Does not exceed 40*l.*	57	
Average yearly boarding fee (of the 337 schools)		42·967*l.*

G.

TABLE showing the ACADEMICAL QUALIFICATIONS of the HEADMASTERS of 596 PUBLIC SECONDARY SCHOOLS for BOYS in ENGLAND and WALES; compiled mainly from SCHOOL PROSPECTUSES issued in 1894.

Number of headmasters		596
Number of graduates		503
Oxford	156	
Cambridge	196	
Dublin	44	
London	109	
Other universities in the British Empire	12	
Foreign universities	1	
	518	
Graduates of more than one university	15	
Per-centage of headmasters who are graduates		84
Number of undergraduates		17

H.

TABLE showing the ACADEMICAL QUALIFICATIONS of the ASSISTANT MASTERS of 465 PUBLIC SECONDARY SCHOOLS for BOYS in ENGLAND and WALES; compiled mainly from SCHOOL PROSPECTUSES issued in 1894.

Number of Schools		465
Number of Assistant Masters (excluding 580 visiting masters)		2958
Number of Graduates		1858
Oxford	673	
Cambridge	786	
Dublin	41	
London	288	
Other universities in the British Empire	51	
Foreign universities	74	
Universities not ascertained	20	
	1933	
Graduates of more than one university	75	
Per-centage of assistant masters who are graduates		63
Number of undergraduates		388
Oxford	25	
Cambridge	16	
Dublin	27	
London	267	
Other universities in the British Empire	20	
Foreign universities	33	
Per-centage of assistant masters who are undergraduates		13

APPENDIX No. 4.

See Note after Question 15,078.

REPRESENTATION to be submitted to the Royal Commission on Secondary Education, expressing the views of the West Riding County Council and Technical Instruction Committee in respect of certain matters concerning which the representatives of the Committee were examined when attending before the Commission.

The county council and the committee respectfully submit that any bill providing for the organisation of secondary and technical instruction in England should make provision to the under-mentioned effect. It will be understood that this Representation is by no means intended to cover the whole of the ground, but only to deal with certain matters referred to in the above-mentioned evidence.

1. *Central authority.*—There should be a central authority in London dealing with educational matters now within the cognizance of the Education Department, the Science and Art Department, the Charity Commissioners, and the Board of Agriculture, the work of these bodies being duly co-ordinated under one head. Such central authority should have a general supervision over the work of the local authorities, but not so as to weaken or impair their executive action.

2. *Local authority.*—The county council shall be the local authority for technical and secondary education throughout the administrative county, and should have the power of determining whether a county rate should be levied for the purpose of such education, but without interfering with the power possessed by urban authorities to levy a rate. The central authority should not have power to compel the local authority to levy a county rate.

3. *County educational committee.*—There should be a county educational committee, consisting of members of the county council, and if thought fit, (*a*) other persons appointed by the county council owing to their special fitness, (*b*) representatives of other bodies. There would be no objection to the Act making it obligatory on the county council to appoint certain additional members, provided the total number of persons appointed from outside the county council (including persons selected for special fitness, as well as members in a representative capacity) should not exceed one-third of the whole committee.

The county educational committee should from time to time submit its proposals to the county council for approval; but should not have power to direct or compel the county council to levy a rate for the purposes of the scheme, in like manner as school boards can direct that a rate may be levied in a school district.

The county educational committee should have delegated to it full power to do all that may be necessary to organise secondary and technical education subject to the general control of the county council and the provisions of the Local Government Act, 1888, in reference to the approval of estimates by the county finance committee must necessarily apply.

4. *Governing bodies and local committees.*—The educational committee should have power to itself supply schools, but the technical instruction committee believe that as a rule the actual management of the schools and the institutions should be in the hands of other persons who should be largely representative of the localities concerned, but should include members representing the county council. Enabling powers should be given (by way of scheme under the Endowed Schools Acts or otherwise) for the appointment of the county educational committee as a governing body in respect of any educational endowments, or funds made applicable to secondary or technical education, but it should not be obligatory on

the county educational committee to become such governing body; moreover, any county governing body should have power to divest themselves of the functions of a governing body upon some other governing body being duly appointed.

In the event of any subsidiary governing body or school managers making default or not falling in with the scheme of the county educational committee, that committee should have power to supervene, and if necessary to supersede the defaulting school authority by itself becoming the governing body.

5. *Charities.*—There should be full power for the county authority to initiate any scheme or schemes dealing with one or more county charities applicable to educational purposes within the meaning of the Endowed Schools' Acts, and also with other charities no longer adapted to present requirements.

6. *Endowment of secondary schools.*—The committee agree with the view expressed by the witnesses that the county council would not be prepared to provide permanent endowments out of the county rates.

7. *Areas.*—The question is fully dealt with in the evidence of the witnesses given under the instructions of the committee. For the purposes of technical and secondary education it would be desirable that the whole area of the West Riding, including both county and non-county boroughs, should be under the same authority. With respect to the county boroughs the effecting such a change of administration presents very great difficulties, and as long as they remain independent authorities for the purpose of technical and secondary education, it is essential that the interests of the administrative county in schools within the area of these boroughs should be preserved, as no presumption arises that a school is provided or endowed for the benefit of a borough by reason of its being placed within the borough. It is, however, absolutely essential for the reasons urged in evidence that the non-county municipal boroughs should remain under the jurisdiction of the county council for purposes of secondary and technical education. The evidence deals fully with this point.

8. *Provincial authority.*—The Schools Inquiry Commission Report of 1868 and other documents make mention of a "provincial authority," composed to a considerable extent of persons engaged professionally in education. Such authority would deal with such matters as inspection of schools, the conduct of examinations, whether of schools or for scholarship purposes, the training and registration of teachers, and sundry other matters which (it has been contended) would have to be dealt with by the "central authority" in London if not carried out under a provincia authority such as is described. The committee approve of the view expressed in the evidence of their representatives to the effect that (1) combination between different local authorities for some or all of the purposes referred to will be necessary, more especially as regards the smaller counties; (2) it is highly desirable that the duties in question should be entrusted to the local authorities, whether in combination or otherwise, rather than to a central authority in London. In the latter case the local authorities would be dependent upon persons residing at a distance and not readily accessible for information and advice, and would be deprived of the benefit which would be derived from having their own officers. The committee think that the necessary results may be obtained by means of consultation and combination, where necessary, among the local authorities concerned, and that it would be better for an Act of Parliament to provide simple machinery enabling local authorities to combine rather that to set up in the first instance a "provincial authority."

9. *Definition of a secondary school.*—A school, in order to be recognised as a secondary school, must teach certain specified subjects, and must at least be capable of preparing its students for some examination approved for the time being by the county educational committee.

10. *Private schools.*—The county council ought not to be obliged to aid any private school. It should have power, if considered advisable for special reasons, to aid a private school, subject to such conditions as might be thought fit by the county educational committee. It should also be competent to the county council to send scholarship holders to such school, if thought expedient for special reasons.

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K 20 MAR 1972